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REPORT OF A COMMITTEE APPOINTED

BY THE

NEW YORK STATE PROBATION COMMISSION

TO INVESTIGATE AND MAKE RECOMMENDATIONS CONCERNING METHODS OF SUPERVISING PROBATIONERS

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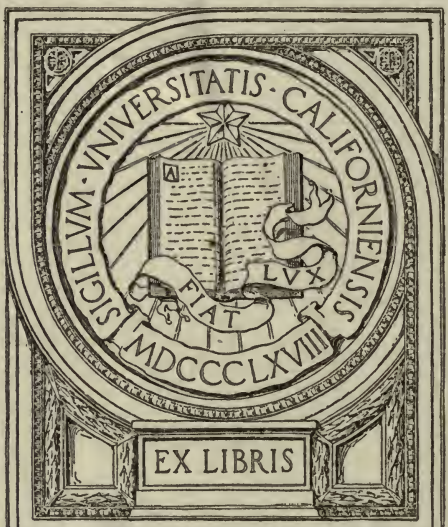

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*Commissioner Finley was in Syria engaged in relief work for the Government at the time this report was prepared: he was unable to review the final draft.

†Mr. Folks resigned as President of the Commission in July, 1917, to go to France as director of Red Cross relief work. He was in France while the report was being prepared, but was able to examine the text of the report.

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METHODS OF SUPERVISING PERSONS ON PROBATION

REPORT OF THE COMMITTEE

PART I — INTRODUCTORY

Probation work in the courts, authorized by law and publicly salaried, was first established in America forty years ago, the original Massachusetts probation law having become effective April 26, 1878. Massachusetts was in advance of any other state in establishing publicly salaried probation work in her courts, but volunteer and unofficial work along lines similar to probation was carried on in many states even before the Massachusetts law. Rhode Island, Illinois, Minnesota, Vermont and New Jersey passed probation laws in 1899 and 1900, and the State of New York in 1901. The appointment of salaried probation officers was, however, not generally authorized in New York State until 1905.

Although the probation profession is a new one, although the difficulties encountered by those who have been engaged in developing and extending it have been great, the success of the system has been remarkable. It has been generally adopted throughout the United States, every state now having a probation law. In New York State over 200 salaried probation officers are at work throughout the State and over 20,000 persons are placed on probation each year.

THE PROBLEM STATED

Probation may be defined as a system used by courts in suitable instances to discipline or improve the conduct or conditions of adult offenders or children without commitment to an institution, by releasing them conditionally under the authoritative, helpful oversight of an official known as the probation officer.

Probation being new and, in common parlance "a long-felt want," much of the emphasis of those working for its improvement has been placed upon quantity rather than quality, on exten-

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sion rather than intensification. The New York State Probation Commission in studying the probation work throughout the State has come to feel that the emphasis should be laid more strongly upon the quality of the service and the development of standards.

The probation officers themselves, beset with difficulties and local problems, have also begun to take a broader view of their tasks and to strive for improved standards. At the New York State Conferences of Probation Officers, the various methods of supervision have been frequently discussed. Marked differences of opinion have been expressed corresponding to the differences in methods used. The same process has been going on in other states. Varied methods and radically different opinions prevail as to what are the best methods to accomplish the results all are seeking.

METHODS USED IN THIS STUDY

In view of these facts, the State Probation Commission at its meeting in January, 1917, authorized the appointment of a committee to consist of experienced and representative probation officers from different parts of the State, the Committee on Investigation of the Commission, and the Secretary of the Commission, the President of the Commission acting as Chairman. The Commission adopted a resolution authorizing this committee to investigate the relative values of the various methods of probation supervision and to prepare a report containing a rational program for supervising probationers. The proposed lines of inquiry as outlined in the resolution were as follows:

1. To find out the actual methods in use now and at different times in the past in the various courts of this State regarding the reporting of probationers, home visits, and other methods of supervision.

2. To observe closely the methods employed in certain representative offices in various parts of the State, and ascertain the results and success of such methods.

3. To interview persons who have been discharged from probation who are competent to form an opinion as to what impression the various methods of supervision employed in their cases have made upon them; whether these methods have helped them or not, and to gather their observations of the effects of the various methods upon other probationers.

4. To collect information from other states as to the methods of supervision used.

It was agreed that throughout the inquiry effort should be made to secure the largest possible cooperation on the part of the probation officers in a study of their own work and in the drawing of conclusions from actual results secured by them over a series of years.

Since the appointment of this committee extensive inquiries have been carried on along each of the lines mentioned above. A large amount of information has been collected by correspondence. The field work has been largely done by the Secretary of the Committee with the cooperation of the probation officers. A printed questionnaire containing thirty-three questions, covering all important matters relating to probation supervision, was sent to every salaried probation officer in the State. One hundred and sixty-six questionnaires completely filled out were received from as many probation officers working in every part of this State. Supplementing these schedules, studies have been submitted by some of the probation officers which have added useful information.

A similar schedule was sent out to approximately one hundred probation offices in the largest cities throughout the country. Replies were received from officers covering both juvenile and adult courts in twenty-four states.

Personal investigations of probation methods have been made by the Secretary and his assistants in all important courts of this State and in addition, in the juvenile and adult courts of Chicago, St. Louis, Kansas City, Minneapolis, St. Paul, Philadelphia, Boston, Worcester and Cambridge, Mass.

Finally, visits were made to the homes of fifty-nine former probationers in various parts of the State. The ex-probationer and various members of the family were interviewed and statements and opinions secured from the point of view of the probationers and their families. The data so secured shows marked appreciation of the work and assistance of the probation officer, and in the main, approval of the method of supervision adopted in home visitation and personal reporting to probation officers. The information derived from these interviews has been taken into account in the discussion of the various methods of super-

vision and in the conclusions and recommendations which follow. Representative interviews are selected and are presented verbatim following this report.

From these various studies a mass of data has been collected, sufficient, we believe, to justify some definite conclusions and recommendations and the outlining of a rational program for supervising probationers.

At the annual State Conference of Probation Officers in the Fall of 1917, a preliminary report of this study was presented by the Secretary and discussed at length by the probation officers. Suggestions were made and general approval of the substance of most of the recommendations which appear in this report was secured. We believe that this report represents the accumulated experience of the probation workers of New York State.

THE PURPOSES OF SUPERVISION

The purposes of probation supervision are the purposes of any rational reformatory treatment of delinquent members of society, but the methods are unique and fundamentally different from those of the correctional institution. When the court after due investigation and deliberation, instead of confining the offender in an institution which involves separation from relatives, friends and former associates and brings disgrace, loss of initiative and self-direction, chooses to place the offender on probation under the supervision of a probation officer, there begins a unique relationship. This affords, on the one hand, a stimulating opportunity for the probationer to start all over again and to "make good;" on the other hand, the opportunity is presented to the probation officer to develop or reconstruct a life which has been dwarfed or bent askew, to help the probationer to help himself or herself under conditions which may be nearly ideal.

The probation officer is an officer of the law and of the court. As the representative of the court it is his first duty to enforce the conditions of probation and "to keep informed concerning the conduct and conditions of the probationer." The successful probation officer, however, is more than an officer of the law; he is a social worker and should be a helpful friend to each of his charges. The second purpose of probation, therefore, and of greater importance than the first, is to aid and encourage the probationer in right doing in every possible way.

PROBATION METHODS COMMONLY USED

Having thus stated the double purpose of probation supervision, the question arises what are the methods used to accomplish the same. The principal methods of supervision carry out both the investigative, disciplinary functions of the probation officer and his helpful, constructive duties. The peculiar feature of the probation relation is that the probationer is released to take his place like any other person of his age and station in society; he is virtually free, except as bound by certain rules of conduct which the probation officer must enforce. But there is vastly more to probation than the enforcement of rules and required abstinence from evil conduct, much more than mere supervision. The successful probation officer establishes a relation through the mind, the will, and the heart of his charge, which may be more binding than iron bars. The first duty of the probation officer is to endeavor to establish that kind of a relationship.

The most commonly used methods of probation supervision not only in this State, but wherever the probation system is used, may be classified under two headings: (1) visits to the home and elsewhere; (2) reports by the probationer. Both methods are used to give information, to establish the necessary personal contact which makes possible any helpful relation whatever. Other methods used are principally modifications of these or are worked out in connection with them.

THE INDIVIDUAL FACTOR

At the outset, it should be emphasized that probation work depends for its success largely upon the relation established between one individual and another. The personal equation enters into all of this work. We constantly hear it said that no two cases are alike; it is equally true that no two probation officers are alike. It is, therefore, difficult to lay down any general rules and this can be done only by granting numerous exceptions. The successful probation officer cannot always define his methods, but he knows that his success depends upon establishing right personal relations with his charge and in helping him to achieve that which he as an individual needs. In the words of one probation officer in this State: "The subject is so much one of special

problems in each individual case that it is difficult to formulate general rules. The needs of men on probation of course differ from those of women and girls, and again, the children present other problems. Each probationer must necessarily be treated largely on the basis of his peculiar needs which leaves much to the discretion and judgment of the probation officer."

We believe, however, that it is possible to make certain general rules for various classes of probationers. In work with human beings as with inanimate materials, there are rules of conduct and similar reactions which may be studied and classified and rules and principles deduced therefrom. In applying these rules, however, the personal and individual factors should not be overlooked.

PART II — PROBATION METHODS IN NEW YORK STATE

VISITS OF PROBATION OFFICERS

Every efficient probation officer recognizes the necessity of visiting probationers in their homes. The home visit, as well as other visits, is found to be essential, first to ascertain the probationer's conduct and conditions; second, to establish friendly personal relations with the probationer and his family and to develop their cooperation. To secure these ends visits must be frequent and well planned and not too brief and perfunctory.

The questionnaires sent out to all probation officers in New York State contained a series of questions regarding visits. One hundred and sixty-six officers replied, representing every kind of court dealing with delinquents and handling all classes of probationers. Extended and carefully prepared answers were received.

FREQUENCY OF HOME VISITS

All officers, with a single exception, state that they visit the homes of their probationers more or less frequently. Most officers try to visit all of them except those living outside their jurisdictions. The frequency of home visits varies greatly; many were unable to state how often they visit their probationers, evidently having no rule in the matter. Many vary their visits with the kind of case and length of time on probation. Seven officers

state that they visit all probationers once a week. Many visit those needing special attention oftener than once a week. Twenty-eight officers state that as a rule they visit their probationers once in two weeks; thirty-two officers endeavor to visit them at least once a month. Many officers vary their visits from twice a week to once in two months, the variation depending on the kind of case and the character and progress of the probationer. It is common to reduce the number of visits when the probationer has been under supervision for some time and is making satisfactory progress.

Some officers report that certain probationers are not visited at all. These are when the probationer has no home or when it is believed that no information can be secured at his place of residence. Sometimes visits are dispensed with when it is believed that probationers are doing unusually well. Some officers report that in exceptional cases they find that their visits are prejudicial to probationers either because of neighborhood gossip or special conditions in the home and in such cases they dispense with home visits and see the probationer elsewhere.

The replies of the probation officers show that some of them evidently do not attach enough importance to home visiting. Others, because they are overloaded with work, appear to be unable to follow out any definite system. Such replies as the following were received: "Have no regular time;" "visit occasionally;" "whenever in the neighborhood;" "only when complaints are received." One officer states that he "never has to visit them." A number state that they do not visit their probationers when they are "doing well" but only when they fail to report or are thought to be doing badly.

The replies of officers having children under supervision were in general not unlike those dealing with adults. Visits are made from once a week to once a month. In the New York City Children's Court the general rule is for officers to visit their probationers once in two weeks. The homes of troublesome probationers and those where there is parental neglect are often visited once a week.

As might be expected, probationers living in the country are visited less often than those living in the city. Only one officer

stated that he did not visit his rural probationers; others visited them "once a month if possible." Two officers visited once in two weeks.

PERSONS SEEN; INFORMATION SECURED

Probation officers were asked in regard to their home visits: "Who is usually seen? What information is secured?" Almost invariably the officers replied that they see the mother or the wife and the children of the probationer. A few make an effort to see the father in boys' cases. Thirty-one officers visit neighbors; twenty-one see relatives; eight interview boarding-house keepers; two see janitors. Many officers state that it is the exception rather than the rule that the probationer is seen when the home is visited. This is especially the case with working probationers.

Questions are asked and information secured on the following topics: The general conduct of probationers; their habits; associates; hours kept; leisure time how spent; where employed; whether attending religious services; how wages are spent and amount of money given to the family; if school children, whether regular in school attendance; whether living up to all the conditions of probation; whether refraining from the use of intoxicants; health; how the probationer gets along with his family; home conditions; habits of parents; father's employment and neighborhood conditions.

LENGTH OF VISITS

The length of time spent by officers in making home visits varies all the way from two minutes to two hours. The replies of the officers on this point show that most visits are short, averaging from ten to fifteen minutes. Five offices give the average length of their visits as five minutes; the majority of the officers say ten minutes or more. The length of visits depends on home conditions, attitude of family, and the progress of the probationer.

EVENING VISITS

The practice of visiting probationers in the evening is common throughout the State. One hundred and forty-seven officers state that they make evening visits, and only eleven make none. A number of officers also visit their probationers on Sundays. A few visit more than half of their probationers in the evening.

One officer makes evening visits four nights a week. One officer makes at least one evening visit to each of his probationers. The persons selected for evening visits are those where the probationer or certain members of the family cannot be seen during the day. Sometimes a probationer is visited in the evening so as not to attract attention on the part of the neighbors. Evening visits are made when the father of a child on probation cannot be seen during the day and when the probation officer especially desires to secure his cooperation. Two officers visit on Saturday evenings when probationers are suspected of drunkenness.

RESULTS SOUGHT AND OBTAINED

It was pointed out that good results from home visiting depend largely upon the attitude of the probation officer and whether he becomes a "welcome visitor." In cases of foreigners one officer pointed out, desired information could not always be obtained and the officer must overcome fear and prejudice. One officer thought that in certain cases home visits were harmful because of causing gossip among the neighbors. One thought that if an officer's identity became known to neighbors visits should be dispensed with. Most of the officers agreed that home visits are in general the most effective way of assisting in changing adverse family conditions; they believed that the information secured by visits is usually reliable, and in general, they are considered the most important method of probation supervision.

The following results were specified as attained by home visiting when properly done:

The probation officer learns home conditions and environment and the character of the family;

Friendly relations with the probationer and the family are established, complaints are adjusted and the cooperation of the parents and other members secured;

The probation officer learns the probationer's conduct and habits and whether he is living up to the terms of his probation;

The probationer's statements to the probation officer are verified;

The attitude of different members of the household toward the probationer is learned and the probationer's attitude toward them;

The officer is able to make suggestions for the improvement of conditions in the home; family troubles are adjusted;

The habits of the parents as well as those of the children are corrected.

OPINIONS OF EX-PROBATIONERS AS TO HOME VISITS

Probationers and former probationers and members of their families whose opinions were sought in most cases spoke very favorably of the results secured and the help received by them and their families through visits by the probation officer. Typical statements made to the investigator follow:

From a man who had successfully completed a probation term of two years: "I believe the visits to the home are of most value because after a man has been reporting to an officer for a length of time the officer gains confidence in the man and believes him. Thus if a probationer wants to take advantage of an officer and lie to him, he can do so, but if the officer is visiting the home this cannot be done so easily. Then the officer can get information from the wife and other members of the family."

From a young man who had been on probation: "It is necessary to go to the home to make sure what a fellow is doing."

From a boy who had been on probation: "I was always glad to have him come."

From the wife of a former probationer: "I know the officer helped me a lot with suggestions when he came here to visit."

Several former probationers stated that they did not see the officer when he called at their home. One or two qualified their approval of visits as follows:

From a man who had been on probation: "My wife and I were always glad to see the probation officer because we liked him personally. Visits to the home are objectionable, however, if the neighbors become aware that the probation officer is calling."

From a man who had been on probation: "Visits are good if done in the right way. Mrs. ..... (probation officer)

never criticised or seemed to spy on us but just came in as if for a social call."

From the wife of the above: "Visits by the probation officer were always welcomed by me."

VISITS ELSEWHERE THAN TO PROBATIONERS' HOMES

Closely connected with home visits are visits to relatives, friends, neighbors, employers, teachers and clergymen. A large majority of probation officers report visiting some or all of these in certain cases both to secure information and to gain specific cooperation. Relatives and friends are commonly visited to secure material relief for probationers or their families, and in cases of children found to have improper guardianship and where the probation officer is seeking a better home for the child. A number of officers state that they visit relatives or friends "seldom" or "only in special cases." A number felt that it is a mistake to see friends without the consent of the probationer. One officer "never visited friends;" another "always visited friends;" another visited "when friends were interested and the probationer did not resent their interest." Some state that they have had very little success with immediate relatives or friends. One officer handling children states: "My case histories show that I have almost invariably received whole-hearted cooperation from all except immediate relatives of probationers. These often fail to recognize in the probation officer a friend who is working disinterestedly for the best interests of the probationer and his family." It was felt that great care must be taken in visiting relatives and friends so as not to injure the probationer.

Most of the probation officers state that discretion is used in visiting neighbors. They visit them in special cases, usually to obtain information only. They find neighbors often inquisitive or inclined to gossip, causing humiliation to the probationer.

Fifty-one probation officers state that they visit employers. Many said that an employer was visited only when he knew that the probationer was under the supervision of the court or when he was in close sympathy and willing to cooperate. Employers are usually visited for specific purposes, especially to verify the number of days probationers have worked or the amount of wages

received, or to secure work or get a probationer reinstated. Some succeed in interesting employers in the welfare of probationers.

Thirty-one probation officers reported visiting teachers. Several probation officers make it a practice to visit the teachers of all school children under their supervision; others do so only in truancy cases or when the probationer is not making satisfactory progress in school. The teacher is sometimes asked to take a special interest in the probationer.

Thirty-seven probation officers report that they visit clergymen. These visits were made to bring religious influences to bear upon the probationer; to influence parents when they refuse to cooperate with the probation officer; to secure material relief; to reconcile family quarrels or to have a pledge administered.

The methods used by probation officers in making these visits outside the home very greatly. Some of the officers state frankly that they are probation officers and make a direct plea for cooperation. Others prefer not to disclose their identity or the fact that the person inquired about is on probation, sometimes stating simply that they are friends of the probationer. This is more often done in visiting employers. On the other hand one officer says: "The identity of the probation officer is always revealed because it is found that only through absolute frankness can the best results be obtained."

It is generally recognized that in these visits great tact and judgment are necessary. One officer in visiting friends and relatives "tries to make them see that he is a friend of the probationer and anxious to adjust wrong conditions." One officer prefers to visit parents or relatives when the probationer is absent as they will then talk more freely. Other officers impress upon relatives or friends that they ought to report any bad conduct or trouble in which the probationer becomes involved. A friendly approach and attitude are considered absolutely necessary.

As a substitute for visiting or to supplement it, probation officers at times use the telephone or write letters. These methods are valuable in obtaining specific information or in order to verify statements made by the probationer or others. They should not be relied upon too much, however, or be used in place of home visits.

Most of the officers reported that in general they obtained good results from judicious visiting outside the home. They received new information and suggestions and a broader knowledge of their probationers and also secured special help for them that otherwise would not have come.

REPORTING BY PROBATIONERS

Reporting by probationers to the probation officer has been a commonly used method of supervision since the establishment of the probation system. It was devised as a means whereby the probation officer might see his charges at regular intervals and alone in order to secure information and establish personal relations and also as one of the disciplinary features of the probation system.

FREQUENCY OF RECEIVING REPORTS

Of the one hundred and fifty-five probation officers who replied to the question as to whether they required personal reports from probationers, and if so, how often, all but five required such reports. Four of these handled mostly girl probationers, and the fifth handled only children held for improper guardianship. Seventy-two officers as a general rule require reports from their probationers once a week; forty-eight require reports every two weeks; one probation officer has his charges report three times a month; nine have them report once a month; twenty officers state that they have no set rules but require reports according to the individual needs of the probationers.

Practically all the officers reported numerous exceptions. The offenses, character and conduct of probationers sometimes determine the frequency of reporting. Very few officers have all their cases report with equal frequency; one officer requires weekly reporting and states that "this rule is not changed except toward the end of the probation period when the probationer's record is especially good." A very frequent rule is to require probationers to report once a week at the beginning of probation. Later, after two or three months, if doing well, they are allowed to report once in two weeks, and still later, once a month. Many officers consider the reduction in the frequency of reporting a special privilege to be earned by the probationer for good conduct.

Exceptions are made among certain classes of probationers. Girls and women on probation are frequently excused from reporting. When this is done probation officers state that they endeavor to visit them more frequently. Inadequate office facilities and the danger of mingling are often given as reasons why they should not report. Reports when required of women and girls are sometimes received at the probation officer's house.

Children under supervision for improper guardianship are frequently not required to report. In such cases the supervision of the home may be all that is necessary. Very young children sometimes are not asked to report. Delicate, backward and retarded children may not be required to report as often as other children.

Exceptions to reporting are made when probationers are working regularly; in case it is thought the report might interfere with their work; when they are crippled, old or ill; "when they can be depended upon;" "when they have been visited during the week."

Probationers living at a distance from the probation office, especially if too poor to pay carfare, are often excused from personal reporting and allowed to report by letter.

One officer states his belief that reporting is of no value if the probationer does not understand English; for such a probation officer who speaks the language of the probationer or a friendly interpreter seems to be called for.

Probationers doing badly are required to report more frequently. Probation officers, who, as a rule, have their charges report every two weeks require some to report once a week when they believe they are in need of special supervision. Several officers report that probationers are sometimes required to report every day for a time when in need of additional supervision or when out of employment. Occasionally they are required to report twice a week. One officer requires her probationers to report every day for a week if they fail to appear as directed.

The practice of some of the larger courts or groups of courts in the State is briefly as follows:

In the New York Children's Court the officers require bi-weekly reporting, as a rule, but some children are asked to report weekly. Some of the schoolboys report every week, in the afternoon; work-

ing boys usually report every two weeks in the early evening; girls are usually not required to report but are visited more frequently. The system is elastic. For good conduct, boys are sometimes excused from reporting. The character of the home, the seriousness of the offense, and the conduct of the child determine the requirements of reporting.

In the New York City Magistrates' Courts, the frequency of reporting varies with the officer. Most of the officers require their probationers to report bi-weekly. Many officers receive reports from some of their charges weekly, from others bi-weekly, and from some monthly. Young women are often excused from reporting. Men on probation for non-support are required to report the same as other probationers, but where a reconciliation is effected, are sometimes allowed to report in writing.

In the New York City Court of Special Sessions probationers generally report every two weeks. Certain cases, such as drug addicts, wife-beaters, and the unemployed, are required to report once a week. If the probationer's conduct is satisfactory after a few months he is allowed to report every three weeks or every month.

In the Buffalo City Court, probationers almost invariably report once a week. Cases doing badly are sometimes required to report more often.

In the Buffalo Children's Court, probationers report once a week. Only children physically unfit or otherwise unable to report in person are excepted.

In the Erie County probation office seventy-five per cent. of the cases report weekly. Twenty-five per cent. report every two weeks or every month. After reporting weekly, if their conduct is satisfactory, probationers are allowed to report every two weeks and later every three weeks or every month. Women are frequently excused from reporting but are visited more frequently.

In the Monroe County Children's Court as a general rule boys report weekly; girls are generally not required to report but are visited more frequently.

In the Syracuse Court of Special Sessions, all children report weekly; adults report once a week but after being on probation for a month or two are allowed to report every two weeks.

TIME OF RECEIVING REPORTS

The largest number of probation officers receive reports from probationers only one day in each week. However, forty officers received reports all the way from two days each week to seven days a week. If officers supervise both children and adults they usually receive them on separate days, or otherwise almost invariably at different hours of the same day. A few officers receive reports one day in two weeks; one officer receives reports only one day a month.

Children of school age on probation usually report in the afternoon; working boys and adults generally report in the evening. Several officers received some reports on Sundays. In the New York City Magistrates' Courts reporting on Sunday mornings was practised for several years, but recently has been done away with in favor of evening reporting.

The number of probationers received on a given day varies all the way from two to three to one hundred and fifty at a sitting. The most common number is from twenty-five to fifty. The length of time spent by the probation officer with each probationer when he reports also varies greatly, depending upon the number received and also upon individual factors. Probation officers differ greatly in this respect. Some officers get a great deal out of an interview by friendly conversation, tactful questioning, and by showing a real interest in the probationer. Such officers invariably spend more time in their interview than those with whom reporting is perfunctory, consisting of the asking of a few stereotyped questions and the marking of a card. The replies received show that a majority of the officers average about ten minutes for each interview.

There is a great deal of difference between officers as to whether they adhere to a system for receiving reports and as to whether they require their probationers to report promptly. Many officers are not strict in requiring reports, allowing probationers to come late or excuse them readily. Officers differ in the promptness with which failure to report is followed up. Some officers send out a written notice immediately, followed as soon as possible by a personal call. The marking of a card brought by the probationer with the date of the report and a reminder of the next date is considered an important aid.

PLACE OF RECEIVING REPORTS

The place most commonly used by probation officers in receiving reports from their probationers is the probation office in the court building. An increasing tendency is shown to use other offices outside the court building, either offices regularly established or borrowed from some other agency, such as public schools and settlement houses. The homes of probation officers are also used in special cases. In only one instance was it reported that a police station is used. (This is a significant contrast with former customs when such places were very commonly used.) Some officers reported using as many as four different places. Fifty-nine per cent. of the officers, used only one place; twenty-eight per cent. used two; thirteen per cent. three or more. Invariably the officers who used more than one place made use of the plant of other social agencies. In almost all cases probation officers had regular offices for receiving reports from their charges, but one officer had "too many reporting places to name."

In the New York City Children's Court practically all reporting by children on probation is removed from the court buildings. School boys report to probation officers in centrally located public school buildings in different districts throughout the city. Workings boys and girls report at the offices of the Attendance Bureau or in rooms provided by private social agencies.

In the New York City Magistrates' Court probationers report generally in the district court rooms or at the probation headquarters. In a few districts other places have been secured for receiving reports apart from the courts.

In the other large offices of the State, probation reports are received mainly at probation headquarters which may or may not be located in the same building as the court.

ASSEMBLING OF PROBATIONERS

The most frequently criticized feature of the reporting system as it is still conducted in many courts is the opportunity afforded for probationers to mingle and sometimes to converse with one another. This is so common and obvious an evil that it has tended to throw the whole reporting plan into disrepute, and to suggest that it be given up entirely. It needs no argument to

show that the influence upon a probationer of making the acquaintance and conversing with others who have committed offenses of many different degrees cannot be other than bad. More than this, there is always the possibility of meeting former acquaintances, "pals," or even co-defendants in the very case for which the probationer was placed on probation. Instances are known where probationers formerly acquainted have met in the probation office, gone out together after reporting, and planned another crime.

The question before the committee is: can this evil of mingling in connection with reporting be eliminated or if not can it be reduced to a minimum with the advantageous features of personal reporting retained.

The probation officers of the State were asked to state how much their probationers actually assemble. Seventy-four officers state that they assemble, and five that they do not. The remainder of the officers state that their probationers meet and mingle to some extent, but not in large numbers or to a serious degree. In general, the evil of contact between probationers when reporting appears to be greatest in the large offices where reporting is "centralized" and where many probationers report in one evening. When the reporting is in the court building or in one central probation office in a large city, especially when several probation officers see their charges in one room or in adjoining rooms, the probationers are bound to mingle more or less either inside or outside of the offices. In some of these courts the men wait in a large room or stand in line, or, still worse, hang about in groups outside the office freely conversing. Sometimes the probationers, their wives and children, and other persons mingle and converse freely. Sometimes two or three officers use the same room. One hundred and twenty-eight of the officers state that they see their probationers alone, but some of these talk with the probationer in the same room where others are waiting.

From the data received and investigations throughout the State, the conclusion is reached that the mingling of probationers is still prevalent and a serious evil. However, in recent years a number of methods have been devised to meet the evil and have been attended with success. One of these methods which has been used

with satisfactory results in the courts of this State is "de-centralized" reporting. Reports are not received at the court or in one central office in a city, but in selected district offices throughout the city, only one officer receiving his probationers in the district office on a designated day or night.

Another method is arranging for reports at different specified hours. Reporting is "spread out." In a number of offices, especially the New York Children's Court and the Erie County office, half-hour periods are used. A certain number of probationers (usually but three or four) are required to come in each half-hour period. In this way, it is found that in general not more than three or four probationers are in the waiting room at the same time. This plan requires careful planning, enforcing prompt reporting and limiting the number to report on a given day or night. Many officers find it necessary to receive reports on more than one day each week. Several officers have probationers who live in the same locality or know each other, report on different days or hours.

Where probationers must wait in an outer office or in the reporting room, many officers seek to enforce silence. This is done by watchfulness on the part of the probation officer or by having an assistant who remains in the waiting room. Some officers require that probationers shall sit at least three feet apart. Many officers require that each probationer shall leave the office alone and do not permit probationers to wait for each other or go out in pairs or in groups. A large waiting room, or the use of several rooms, is sometimes found helpful in keeping probationers apart. The use of only one room so arranged that the conversation between probation officer and probationer can be overheard by others is still too common and is to be condemned.

Many officers instruct their probationers not to loiter about the building, but to go home directly after reporting, and they claim that this rule is usually complied with. Where few probationers report on a given evening, probation officers are able to handle them as they arrive and little or no waiting and consequent contact results. In enforcing most of these rules, the probationer is placed on his honor. The best results are obtained when a friendly and confidential relationship is established between the probation officer and the probationer.

RESULTS OBTAINED THROUGH REPORTING

It is found that probation officers most frequently ask their charges at the time of reporting questions concerning (1) employment; (2) home conditions; (3) how they spend their time; (4) church attendance; (5) associates; (6) amount of wages received and how spent; (7) amusements and recreations. The following are examples of the questions asked:

What are your favorite amusements;
What time do you retire at night;
Do you attend church regularly;
How often do you attend the movies;
Who are your chums and companions;
How do you spend your wages;
How do you like your employment;
What kind of books do you read;
Are you giving your family a square deal;
Do you think that you are receiving a square deal from your family.

One probation officers reports the practice which is open to serious question of asking his probationers regarding the conduct of other persons on probation.

Reporting affords the officer an opportunity to give much practical assistance. Advice and help are given, for example, as to the following:

1. Physical conditions:
   Health of the probationer and his family;
   Physical effects of late hours, drink, drugs, bad habits;
   Pride in personal appearance.
2. Home conditions:
   Improving housekeeping (women's cases);
   Obligations as a parent and management of children;
   Rehabilitation of the home;
   Payment of debts;
   Betterment of home surroundings.
3. Self improvement:
   Making use of special talents and interests;
   Vocational guidance and future prospects;
   Attendance at night school;

Developing ambition;
Investment of savings;
Helpful recreation.

4. Character and habits:
Honesty;
Industry;
Economy;
Avoidance of gambling, drink and drugs;
Consideration of the rights of others;
High ideals;
Obedience and respect (in children's cases).

Many probation officers follow up their advice and suggestions by practical help of many kinds. A few of the matters which probation officers discuss with their probationers when they report are as follows:

How to secure better or more permanent employment;
Collecting wages;
Paying debts;
Investments;
Reconciliations with wives or relatives;
Citizenship papers;
Entrance to schools, especially classes for foreigners;
Legal difficulties.

Probation officers were asked to specify what results they believed they obtained from personal reporting. Only eight of the one hundred and sixty-five probation officers who answered this question appear to be doubtful or to disapprove of personal reporting. Three of the eight state that in their opinion personal reporting is of no real value unless followed by home visits; two officers replied that "personal reporting had no value in non-support cases if the money is paid regularly unless there are prospects for reconciliation"; one officer replied that reporting was "only good for really bad cases;" another officer thought that reporting was "too disciplinary." Only one officer seemed to be unequivocally opposed to it.

Of the 165 officers who were in favor of personal reporting, 46 secured "the very best result" from it; 30 found reporting to be "a good discipline;" 29 officers "become really acquainted

with probationers;" 27 state that it "keeps them in close and personal touch with their charges." Others state that reporting gives them valuable information or at least puts them in the way of getting it. For instance, if there is a family quarrel the officer learns of it. The officer finds out things from a probationer in spite of himself. Others point out that personal reporting is a valuable means of gaining the probationer's confidence. Some said that through it they established lasting friendships.

Several officers state that reporting gives them their only chance to see their probationers alone. They state that when visiting the homes of probationers more often than not the probationer is not at home. If he is seen, it is usually with his family and not alone. Reporting is thought to be especially necessary when the officer has a large number on probation and when visits cannot be made frequently.

It is also felt that reporting is valuable and necessary as a discipline. Most probationers realize that they ought to pay some penalty for violating the law. Regular and punctual reporting is a means of satisfying this requirement. It makes probationers live up to certain rules and suffer some inconvenience. One officer stated that there would be little respect for the probation system unless probationers were obliged to report; it makes them understand that they are under the supervision of the court and helps them to keep straight. One officer states that personal reporting inspires probationers with a sense of loyalty to the supervising probation officer; another officer finds that but few probationers resent reporting and they are the very ones who need it most.

One experienced officer put it thus: "Continued reporting if managed correctly will in most instances resolve itself, in so far as the probationer is concerned, into the imparting of confidential information concerning himself, his family affairs, his employment, health, ambitions, disappointments and troubles. I also find that personal reporting stimulates a probationer's pride, at least to the extent of causing him to dress up and look neat and clean. * * * Personal reporting, aside from the above-mentioned benefits or results, has this advantage which is by no means a small feature; that it is a mild form of discipline which con-

tinually brings to the probationer's mind the probation officer's authority and his identity with the court." As an illustration of the valuable results which may be obtained through a well-conducted system of reporting, the following account of an observation of reporting by probationers in the Erie County probation office, as reported by the Secretary of this Committee is given:

"About twenty cases reported. From ten to twenty minutes was consumed by each report. Not one probationer appeared sullen; they seemed to come willingly. In general, they showed a great deal of cordiality and an appreciative attitude toward the officer. Real liking and respect were shown in most cases. The officer had a friendly personal talk with each probationer, bringing out points of contact and mutual interest. He secured information as to employment, home conditions, habits and behavior in a thorough manner. He was tactful and endeavored to adapt himself to the character of the probationer. He seemed to get into personal touch with each man in a remarkable way. He was interested in the entire family. In one case, the probationer told of how his sister appeared to be getting into bad surroundings and that she was likely to go astray. The officer promised to take the matter up at once and take steps to prevent it. Another young man told about the girl he was going with. The probation officer took the name of the latter in order to find out what kind of a girl she was. In most cases, the officer had some special personal service to offer, such as help in finding better living quarters, advice regardin savings accounts, and most frequently suggestions and help regarding employment.

"In some cases, however, severity appeared necessary and was used. Men were warned to be regular and punctual in reporting when they were tardy. A severe lecture was administered in one case in which the officer had found by a recent visit that the boy was not doing the right thing and was not telling him the truth. In another case, the officer had just seen the mother and talked in a straightforward manner to the probationer about providing for her better. Most of the interviews were, however, kind and friendly throughout.

"A number were questioned regarding methods used with them. Their answers were taken down and appear in the following brief descriptions:

"C. J. Offense, abandonment. Has reported every week for ten months with only one or two exceptions. When questioned he said: 'I'd sooner not be on probation. I'd like to get through with it. Reporting is all right. I think it does me good. I know that the officer is watching me and it helps me to keep out of trouble. I feel somebody is back of me.'

"R. M. Offense, criminally receiving stolen property. This was a new case, a gay, careless, talkative chap who seemed really to like to come in and gossip with the officer who had a pleasant, friendly way of dealing with him. Regarding reporting, he said: 'No, I don't mind it. I like to come in.'

"H. F. Offense, burglary, third degree. (Stole $45 worth of chickens while intoxicated.) Said regarding reporting and probation: 'Oh, it's all right. Mr. ..... helps me. I don't drink any more. I'm through (seriously). Probation is good. I'm glad this thing happened, really. Otherwise, I'd be going along in the same old way.'

"A. M. Offense, stole with others while intoxicated. This was a boy of about eighteen. He appeared very grateful for the help given him by the probation officer, who had induced his wife to leave her mother who had caused the disagreement (mother-in-law case), and go back and live with her husband. They had established a nice little home, according to the probation officer, and the boy had quit drinking and bad company. Now seems to be happy and prosperous. Said that he liked to report to Mr. .....

"I. L. Offense, assault, third degree. A young, unmarried Pole. Spoke rather broken English. Said: 'Sure, I like to come, (and seemed to very much). He responded to the pleasant manner of Mr. ..... and told all about himself. Had been eight months on probation. Saving his money. Had $1,300 saved up. He seemed to greatly appreciate what the probation officer had done for him.

"(The probation officer stated that when this boy was arrested some of his 'friends' in the boarding house where he lived, taking advantage of his ignorance of English and of customs in this country, had tried to rob him. They broke into his trunk and got $55 and had tried to get hold of his savings in the bank. Mr. ..... had got the money all back for him and protected his savings, earning his everlasting gratitude. He feels that the probation officer is his friend and that he got him out of trouble and is ready to do everything he can to help him.)

"J. R. Offense, assault, third degree. This was a big, good-natured, childish fellow, who seemed to need the officer's help and guidance and got it. Had been on probation five months. Officer said that he had been coming in to see him nearly every day lately. In this case the probation officer stated that he had spoken to the landlady and had helped to get him a good boarding house. He was now getting him a job. The man was asked to come in to-morrow and seemed to be glad to. Said that he didn't mind reporting, was glad to do it, but didn't like to have to wait to see the officer.

"E. L. This a good-natured, careless, happy-go-lucky Irishman. When asked about reporting he said: 'No, that don't bother me.' He was given good advice by the probation officer. He said: 'No more trouble for me. That's my first and last.'

"C. M. This probationer had reported every week without a single exception for ten months. During this time the officer had made eleven home visits. The boy said that he had given up his former associates and was getting along well. Regarding reporting he said: 'Sometimes it is a little hard to report but I don't mind it. Mr. ..... is trying to help me.' Regarding home visits he said: 'The officer should visit to find out if I'm really working.'

"R. M. The mother of this probationer had been asked by the probation officer to see him at the office to discuss the boy's employment. Mrs. M. spoke highly of probation and what the officer was doing for her boy. Said R. was very

much improved. Reporting, she thought, was a very good thing for him and the only way for the officer to get in his influence. Officer had helped a great deal by getting the boy a job and advising him.

"J. M. Offense, petty larceny. Regarding reporting he said: 'That does not bother me any.' He seemed to be so glad to have gotten out of jail (was held forty-two days awaiting trial) and on probation that I believe he would come to report every day if necessary. He was getting his citizenship papers. The officer had advised him to do so and was assisting him. It was evident that the officer had the full confidence of this probationer."

In many courts the officers endeavor to make their probationers neither fear nor resent reporting, but endeavor rather to make it attractive. The chief probation officer of the Monroe County Children's Court states that probationers are "made to feel that they are always welcome to come to the probation office and talk over their troubles." Many officers feel that more can be accomplished through encouragement than through severity. By means of a friendly encouraging talk, some officers report that they have helped to change the habits of probationers and to prevent them from relapsing into former bad habits in periods of discouragement.

In contrast to the above methods, there is a perfunctory kind of reporting too commonly used. It consists of a few stereotyped questions regarding employment and conduct. Few results are obtained except the discipline of the probationer. Some officers were found to be emphasizing the disciplinary side of their work far too much. These officers believe in talking very severely to their probationers when they are not doing well and sometimes when they are. At times it is necessary to be severe, but too great use of this method is found to destroy all that is best in the relationship.

The officers were asked in how many cases had statements been made by probationers which were subsequently found to be untrue. A large majority of the officers had this experience in a relatively small percentage of their cases. A few officers state that false statements are made to them by 50 per cent of their probationers,

and one officer says 60 per cent. Several of the officers who report that a great many lies are told say that these are principally in cases which have been placed on probation but recently. Drinking men and drug addicts are found unreliable in their statements. One officer states that he never believes the statements of drug addicts. One officer handling children in New York City states that 40 per cent of the children she receives when first placed on probation are untruthful. One officer gave the following instance: A certain probationer told him every time he came to report during two months that he was working at a certain place. At last the officer went to this place and found that the probationer had never been there. One cannot help wondering whether it is not the officer rather than the probationer who is at fault in this case in allowing himself to be so easily deceived. Another officer states that "experience has taught probation officers that when you have the confidence of probationers and are advising and helping them you get a fair story."

The ability of probation officers to "see through" their probationers is an important factor. Their reports indicate that there is a great difference in officers in this respect. The power of analyzing the motives and mental processes of the probationer, of feeling out his truthfulness, while in part a natural endowment, may be cultivated.

The probation officers were asked to review all of their cases found to be doing badly during the last two years or longer and to state whether they secured any evidence from reporting that such probationers were not doing well. Ninety-seven probation officers report that they made such an examination. Of these, seventy-one state that certain evidence was derived from reporting which led them to believe that these cases were not doing well. The remaining twenty-six state that no such evidence was secured. The probationer's appearance and statements in the majority of cases aroused the suspicions of most of the officers. One officer, however, stated that neither the appearance nor statements of probationers are reliable indices, because probationers doing badly sometimes endeavor to look their best and assert that they are doing well. Irregularity in reporting was found to be a common indication of bad conduct, while missing or forged school cards

or receipts in non-support cases acted as danger signals to many officers. Several officers in such cases resorted to skillful cross examination which revealed certain facts and led to subsequent investigation.

OPINIONS OF EX-PROBATIONERS ON REPORTING

In the interview held with persons who had completed probation terms and with members of their families but little opposition was expressed to the requirement of personal reporting. Many of them cordially approved of it. Some of the statements favoring reporting which were made to the investigator follow:

From a man who had completed his probation: "Having to report to the officer did me good. I hated to go down there but it was a good thing for it kept me straight."

From a boy who was still on probation: "I get a lot of good out of talking with the officer. He understands me."

From a man who had been on probation: "By all means probationers should report at the office. Without it they would fail utterly to live up to the terms of their probation. They would forget that they were on probation and there would be no resulting good. The reporting is a restraint and it should never be excused."

From the mother of a boy who had been on probation: "The reporting was about all there was to the probation, and as it kept John's memory clear about that stealing and kept him away from the crowd he used to go with and on account of which he got into trouble, I should say that reporting was a very good thing."

From a young man who had been on probation: "Reporting is all right. I knew I had to do it so I did. A man will do lots of things when he has to and will not mind it. It holds a man from doing things which he would otherwise do."

From the wife of a former probationer: "I believe it was a very good thing for him to have to report each week at the office."

On the other hand, a few unfavorable opinions were received. The following is one of these:

From a man who had been on probation: "The reporting didn't mean much to me as I was just there a minute and then went right out. I did not stay to talk with the officer because there was always a lot ahead of me and in line behind me."

Several former probationers expressed the opinion that report-

ing without visiting was ineffectual if not dangerous. A very intelligent man who had successfully finished a year's probation said: "Reporting is a good thing but I believe it should be followed up closely by going to the homes and seeing whether the men have been lying to the officer. Reporting alone, without checking it up, would hurt probation as some of the men would take advantage of the trust which the officer placed in them. It seems to me that an officer can accomplish a lot by going to the homes and seeing the family."

WRITTEN REPORTS

As an additional factor in supervision the requiring of written reports in certain cases is a common practice throughout the State. They are either required to be brought to the officer when the probationer makes his personal report or are sent by mail.

School reports are required by practically every probation officer supervising children. These are most commonly brought in each week by the children when they report though sometimes they are mailed by the teachers. These reports are invariably simple, requiring a statement of attendance, conduct and scholarship. Blanks for these reports are given to the children to be taken to the teacher or are sent directly to the teacher. They are required to be filled out and usually are returned weekly. Some officers, however, receive them bi-weekly and in a few cases monthly. In the New York City Children's Court they are received bi-weekly; they are usually not required in improper guardianship cases. Some officers omit the school report when attendance is found to be regular. When a child reports absence on account of sickness a doctor's certificate is sometimes required.

Some courts having parents on probation for failing to send their children to school require reports from the schools regarding the attendance of the children. These are received weekly, bi-weekly or monthly, depending on the case.

Other written reports which some probation officers require at the time of reporting are reports from wives, parents, employers, pastors and physicians. Men required to pay support money directly to their wives are often directed to bring receipts. Probationers making restitution also bring receipts of payments to

injured parties. Written reports from parents are used in certain cases to get information and to obtain cooperation. Reports from employers usually relate only to employment. Some probation officers ask their probationers to bring their pay envelopes. This has been done in the New York City Night Court in cases of women convicted of prostitution. Reports from pastors or physicians are secured occasionally. Pastors sometimes send pledge cards.

A large majority of the probation officers require written reports from the probationers themselves when they are unable to report in person. These are most commonly asked when probationers are living or employed outside the city or county. Some officers allow written reports to be sent instead of requiring personal reports from probationers whose work makes it difficult for them to come to the probation office. A number of officers allow written reports when their charges are ill. A few officers require written reports in addition to personal reports in troublesome cases. One officer allows written reports from children and girls living at some distance from the probation office. Other officers allow written reports in cases which in their opinion do not need close supervision. Three probation officers require that written reports be filled out by their probationers in addition to their personal reports.

Forty-two probation officers when substituting written reports for personal reports require that they be sent weekly, thirty-one that they be sent every two weeks, and seventeen monthly, three once in two months.

Written reports from the probationers call for statements concerning employment, wages, school attendance in the case of school children, general conduct, religious life, associates, recreation, home life and savings. Frequently probation officers ask that written reports be endorsed by employers, parents or guardians, wives, teachers, clergymen or other interested persons. Most of the probation officers state that they require these reports to be endorsed in some cases. When the probationer reports illness physicians are sometimes asked to endorse reports.

The officers were asked what results they secured from written reports. One hundred and forty-two officers replied. Forty state

that they secure good results; fifty-one others say "satisfactory in some cases." Some of these officers point out that one of the principal uses of the written report is that it brings to the attention of the probationer the fact that he is under supervision. Fifty-one officers question the value of written reports. Most of these believe that they should only be used when personal reports are impossible, or when they are the only method of keeping in touch with the probationer because of his distance from the probation office. Thirteen officers replied that written reports are valueless unless followed by home visits or otherwise verified. Some officers replied that written reports are little better than nothing.

A few officers allow reports by telephone in special cases, usually only when personal reports are impossible. In general, these are not considered of much value.

EMPLOYMENT

The question of supervising employment is of extreme importance in many probation cases, because it has a direct effect on character and conduct. It was found that 90 per cent of the probation officers aided some of their probationers in finding employment. Only twelve officers did not assist any of their charges in this respect. Ten per cent was the average number of probationers assisted in getting work during the past year. In "dull times" work has been secured for a much larger percentage. The officers in Erie county state that during periods of labor depression situations have been obtained for 64 per cent of their probationers.

A small group of officers object to assuming the responsibility of securing work for their probationers, claiming that requiring probationers to hunt their own work helps them to acquire confidence and self-reliance. It would seem that this consideration would in most cases be far outweighed by the importance of getting the probationer into suitable employment promptly.

Opinions differed as to the relations which should be maintained with employers. Seventy-eight per cent of the officers state that they endeavored to maintain friendly relations. Twenty-two per cent avoid such relations and only come into contact with employers when necessary; a number of these thought that too close rela-

tions with employers injured the probationers' chances. Seventy-seven per cent kept a directory or list of employers. As a rule, officers feel that it is not advisable for employers to know that employees are under the supervision of the court. On the other hand, some officers obtain practical cooperation from employers not only in furnishing employment in given cases, but in advising, helping and supervising them. One officer makes a point of sending his annual report and other literature to a list of employers, inviting them to attend court and inspect the probation offices.

Employment bureaus, with special officers in charge have not so far been developed in any of the large courts in this State as has been done in other states. In general each officer attends to his own probationers. In dealing with employers officers commonly use the telephone, after having first established friendly relations through personal interviews.

Vocational advice is not systematized in most courts. The New York Children's Court maintains a vocational bureau. This bureau makes an effort to place children in suitable occupations after studying the aptitudes of the child.

PHYSICAL AND MENTAL EXAMINATIONS

It is beginning to be increasingly recognized that the proper selection of probation cases and their supervision calls for an individual study and understanding of each case. Scientific probation work requires the services of physicians, psychiatrists and psychologists. Physical, mental and psychological examinations, if possible before persons are placed on probation, are of the greatest assistance to the probation officers; in many cases such examinations are indispensable to proper treatment.

As a feature of probation supervision, the probation officers were asked as to the extent of their use of both physical and mental examinations. One hundred and twenty-nine probation officers during the past year had neither mental or physical examinations or both made in some of their cases. One hundred and five of these had both physical and mental examinations. Only thirty-seven probation officers did not use the services of physicians. The officers having examinations reported all the way from 1 per cent to 75 per cent so examined. One officer had all cases

examined; two had all cases of girls examined. A majority of the officers reported the exact number of examinations made. The total number of cases reported was as follows: physical examinations, 817; mental examinations, 613.

A majority of these examinations were made before persons were placed on probation. A total of three hundred and thirty-two examinations were made subsequent to release on probation. Probation officers often use the services of several physicians in such examinations. Sixty-three officers made use of the medical staff of hospitals; others used physicians of special clinics, city health departments or physicians and psychologists employed by boards of education.

As a result of physical examinations the probation officers report that physical defects have been ascertained and proper medical attention secured in many instances. Several officers state that causes of delinquency have been thus discovered. It has been found that as a result of these examinations surgical operations or other special forms of treatment have been ordered which have led to the material improvement of the probationer. The New York City Magistrates' Courts, the Erie County Court and the Buffalo City Court report that physical examinations have in some cases assisted in determining probationers' fitness for certain kinds of work.

Mental examinations in many instances show abnormal conditions which make the placing of persons on probation unwise and lead to their commitment to institutions instead. Where mentality is such that probation may be used, such examinations aid in determining the plan of treatment which may lead to the remedy of conditions causing an abnormal mental state. With knowledge gained through mental examinations probation officers may be able to adjust defective individuals to their environment.

Enthusiastic reports of the assistance rendered by such examinations were made by the probation officers in the New York City Children's Court. Examinations are there had of all children, either before or after they are placed on probation, which in the opinion of the judges or probation officers are in need of the same. These examinations are made in the Physchopathic Clinic connected with the court and by specialists connected with various

hospitals and institutions. Practical results are reported. For instance, physical defects which were unknown to parents have been corrected, glasses have been provided, adenoids and tonsils removed, children treated who were suffering from malnutrition, and defective children placed in proper institutions or in special classes in school.

In the New York City Court of Special Sessions, physical examinations are made when venereal diseases are suspected, and when the nature of the case seems to demand it, they are frequently made in other cases.

In the Erie County probation office from 12 to 15 per cent of all cases are examined physically and mentally before being placed on probation. The officers of this court firmly believe in the value of both physical and mental examinations and at every opportunity have urged the need of employing a specialist in the court.

In the Children's Court of Buffalo nearly all of the children's cases are examined by a paid psychiatrist. Results have been most satisfactory.

In the Monroe County Children's Court and in the Syracuse Children's Court, physical and mental examinations have been made by physicians connected with the schools or other city departments.

COOPERATION

In the supervision of persons on probation, it is generally recognized that the officer can accomplish but little without the cooperation of other agencies, public and private. Much difference was shown among individual officers in this respect. Some officers cooperate with every agency in the city or county which will give any assistance. Only two officers question generally the value of cooperation; some point out that results secured are not uniformly good, and in some instances cooperation has been a failure.

Volunteer probation officers are now used in this State chiefly where there are no salaried officers or an inadequate number. In very few courts where there are salaried officers are probationers turned over to the care of volunteers but salaried officers frequently use volunteers to supplement their work. Through "Big Brothers," "Big Sisters," or other volunteers special services are

performed and closer supervision maintained in certain cases, particularly of children. In rural work volunteers are very valuable in supervising scattered probationers. In all cases it is believed the salaried officer should not only select his volunteers with care but should supervise their work carefully. A written monthly report from each volunteer is sometimes required and is advisable.

The groups of agencies which were reported as giving the most cooperation are as follows: charity organization societies or other relief organizations, big brothers and big sisters, societies for the prevention of cruelty to children, children's aid societies or child-placing agencies, churches, schools and agencies connected with the schools, hospitals and clinics, clubs, settlements, the Salvation Army, city police departments, departments of health, departments of charities and labor bureaus.

Most of the officers secured good results from the cooperation of these and other agencies, especially in efforts to help the family of the probationer. One officer states: "An officer can't accomplish much alone; success is measured by the cooperation received." Other officers say that as a result of the information and help received from various agencies they could form intelligent and constructive plans. Many officers state that they secure valuable information and financial, medical or social aid. One officer learned of violations of probation. Officers report: "Splendid and friendly cooperation received." "Cooperation indispensable in efficient probation; it broadens the mind of the probation officer, opens up the road to opportunities and has a good influence on society in general, reminding the people that they are their brothers' keepers." One officer says: "Without cooperation, probation is a failure"; another, "Splendid results obtained and clearer vision of the work and a feeling of relief and satisfaction that others are willing to help." "The point of view of other agencies is obtained." "The probation office by cooperation avoids doing work for which is it not fitted."

Successful probation officers do not limit their efforts to the probationer alone but endeavor to assist the whole family. In doing so they are called upon to adjust problems arising not only from delinquency and neglect, but also those of poverty and sick-

ness. An instance was cited by one of the officers in which every individual in a family of seven was helped. Different agencies were asked to assist, and ultimately, this family was reconstructed.

By cooperation many officers secured material assistance, employment, physical examinations or medical treatment; they arranged for transportation, placed boys on farms, found homes for friendless men, provided recreation, secured the admission of boys in wholesome clubs, cared for neglected children, dealt with non-support cases, secured provision for religious training, improved the environment of homes and helped to break up gangs.

A large number of officers reported good results from the use of the Social Service or Confidential Exchange through which they learn of the agencies who have worked or are working with families. In this way valuable information is received and duplication of work avoided. In a number of courts every case is registered with such an exchange.

Cooperation of the schools is used not only to obtain information regarding attendance and conduct, but also by means of visits to the schools and conferences with the teachers and attendance officers valuable suggestions and information regarding home conditions and the physical and mental make-up of the children are secured. Contrary to the opinion of most officers a few state that teachers should not be informed that children are on probation.

Cooperation of employers is secured not only to provide positions but also to give information regarding probationers and to assist the officers in supervision.

THE RELATION OF THE COURT TO PROBATION SUPERVISION

Although this study attempts to deal only with the methods employed by probation officers in supervising their charges, something should be said in regard to the relationship of judges to probationary supervision. Aside from the primary function of the selection of cases for probation which belongs to the judge, guided by such investigation and suggestions as may be called for from the probation officer, the judge has the fundamentally important duty of backing up and making effective all that the officer does. Full cooperation by the court is therefore essential.

As to the details of this relationship, there is much variety in methods and considerable difference of opinion. Some judges keep in close touch with their probation officers and insist on frequent reports, not only from the probation officers but from those on probation. Many other judges leave all supervision to the officers and do not even require written reports on the work except perhaps once a year. At one time it was common for judges to hold a "probation court," usually at night, when all or a substantial number of the persons on probation were required to report in person to the judge at which time they were either discharged from probation, continued on probation, reprimanded if necessary, and sometimes sentenced. The assembling of probationers in large numbers and their consequent meeting and mingling seems to be an inevitable part of this system and is doubtless one reason for its discontinuance in many courts.

The New York Court of Special Sessions has for years required all probationers to come before a judge of the court at intervals during the probation period. The court sits to receive reports twice a month in Manhattan, twice a month in Brooklyn, and once a month in the other boroughs. The court is held at night in Manhattan and Brooklyn. Probationers are brought before it after they have been on probation for about three months. The probationers assemble in a large court room. While they are waiting to report they are under supervision and silence is enforced. As they come in large numbers, however, there is an opportunity for meeting and getting together in groups in going to and coming from the court room.

The judge who is selected to hold probation court sits in chambers, and the probationers are brought before him, one at a time. The probation officer reviews the case and the judge has a brief, friendly talk with the probationer. He is then either discharged or continued on probation to report at a subsequent date. This return date is left to the discretion of the chief probation officer.

By this reporting method judges are kept in touch to some extent with the probationers and the latter are impressed with the seriousness of probation. The judges also keep in touch with the work of the probation officers and are better able to supervise their work. On the other hand there is the evil of bringing together

probationers in large numbers and the danger arising from their possible meeting and mingling.

An annual probation night has been maintained in the Erie County Court until recently. One is held semi-annually in the Bronx County Court. These, however, are held principally for the discharge of probationers, although some of those brought before the court are continued on probation. In each case there is assembling of probationers in large numbers and sometimes a general address by the court.

In the New York City Children's Court two methods prevail. In Manhattan when the judge places a child on probation for juvenile delinquency no date is fixed in advance for the termination of the probationary supervision. Within a period of between four and six weeks the probation officer submits his first report to the court, and if it is favorable, the child is not required to be in court on that date. The duration of the probationary period depends upon the future progress and condition of the child. The case record is inspected monthly by a deputy chief probation officer, and if at any time during this period the child fails to comply with the terms of probation or misbehaves in any way, the officer will bring him back before the court as often as may be necessary, either for the purpose of admonishment by the judge or for a reconsideration of the question of his commitment.

When in the opinion of the probation officer the time has arrived for the discharge of the child, the case is presented to the chief or deputy chief probation officer for advice, and if approved by the supervisor the case is placed on the calendar for review and disposition by the judge who placed the child on probation. When this report is submitted the child is requested to appear before the judge in chambers, after school hours in the case of school children. For the convenience of working children evening probation sessions are held.

In the Brooklyn court return dates are fixed by the judge but the children are not brought before him except in special instances for reprimand or for other reasons. The probation officer reports to the judge in private upon the progress and condition of each case monthly. Case histories are submitted and each case is discussed thoroughly with the judge.

In many other courts probation officers are instructed to have their probationers come before the judge to be discharged. This is usually done in the judge's chambers, either at the end of a stated period or when the probation officer recommends that they should be discharged. Probationers when not doing well are often brought before the court for reprimand during their probation period. On the other hand, there are many courts which leave the entire supervision and discharge of probationers to the probation officer. The cooperation and sympathy of the judge is needed by the probation officer. Some contact with the probationers, particularly at the time of discharge, is generally considered advisable.

The practice of placing persons on probation for an indefinite period, to be determined by the character and conduct of the probationer, is becoming increasingly common in the State, especially in children's cases. All probation periods are indeterminate in the New York City Children's Court and Court of Special Sessions, the Monroe County Children's Court, the Albany County Court and others. By this method discharge from probation must be earned and the probation officer is allowed to exercise more discretion as to the needs of the individual case.

SPECIAL METHODS OF SUPERVISION BY PROBATION OFFICERS

From all that goes before, it seems clear that the performing of a great variety of constructive services adapted to the needs of each individual is a most essential part of probation supervision. Many of the services commonly rendered by probation officers have already been referred to. In addition, the following are examples of special help given:

Finding new living quarters for the family;
Sending probationer to the country;
Securing homes;
Arranging for loans;
Teaching mothers how to care for their children;
Securing credit from landlords;
Securing legal advice;
Helping probationers save money; showing them how to plan meals; how to buy; accompanying them while shopping;

Taking them to places of amusement and libraries;
Finding better boarding places; guaranteeing payment of board;
Securing salary increases;
Giving rides in automobile (children);
Placing girls in trade schools for special training;
Having boards of health improve sanitary conditions;
Giving instruction in shorthand and typewriting;
Giving personal instructions to probationers preparing for examination.

As this report deals only with the supervision of probationers, no mention is made of the many and varied services performed by probation officers in cases investigated or taken under unofficial supervision but not placed on probation. Much of this work is an integral part of the probation officers' daily duties, though assumed voluntarily and without extra compensation. Through such methods probation officers often keep persons out of court thus accomplishing many of the results of probation without any stigma of arrest or notoriety.

Probation officers also do a very valuable service in assisting probationers after they are discharged from probation. By this volunteer service the treatment of cases is continued and made more effective.

PART III.—PROBATION METHODS IN OTHER STATES

The data collected concerning methods of probation supervision in states other than New York consists of the following:

1. Information secured through a written questionnaire containing fourteen questions covering the important methods of supervision; fifty complete schedules were received covering the work in as many courts or groups of courts. Among these practically all the large cities in the country are represented as well as some smaller places.

2. Personal investigations by the Secretary of the methods employed in sixteen courts located in the cities of Chicago, Philadelphia, St. Louis, Boston, Cambridge and Worcester, Mass., Minneapolis and St. Paul and Kansas City. The investigation

comprised interviews with probation officers, judges and other persons, inspection of records and personal observations.

The data collected from the above sources covers the work of probation officers in fifty-nine separate courts or groups of courts located in practically all the large cities of the country outside of New York State, and covers also the work of county and district offices in many small towns and rural districts. In the study are included twenty-five courts handling children only, sixteen handling adults only, and eighteen courts handling both juveniles and adults. These courts are located in twenty-six different states. Although the schedules sent out were necessarily brief and it was not possible to spend a large amount of time in any of the investigations, a fairly accurate analysis of the experience of probation officers in various parts of the country in regard to the principal method of supervising probationers is made possible.

VISITS BY PROBATION OFFICERS

Visits to the homes of probationers are generally recognized as the most important feature of probation supervision. However, judging from the replies received from probation officers all over the country and from the personal investigations made, there is little consistency in the rules or methods of various offices in this respect. A great many officers do not live up to the standards which they themselves set. In the courts dealing with children, home visits are generally more frequent and regular than in the adult courts. A great many officers, especially in the large city courts dealing with adults, state that they are utterly unable to visit their cases as frequently as they should because too many cases are placed under their supervision.

Four courts reported making visits to the homes of probationers once a week. In sixteen courts, the standard for visits is once a month. Several offices reported daily visits in new cases, others being visited weekly, monthly or not at all. One officer states that the homes of some probationers are visited once a week, but the majority are seldom visited. Another says: "Cases are visited only when necessary"; another says: "Visiting depends on circumstances and the number of cases." One officer states that he visits the homes of probationers "once or twice a year";

several officers say that they visit in general only when complaints are received. One officer states that it is impossible to visit homes except on request of the court, due to the large territory covered. Several officers state that when in their judgment probationers are doing well, no visits are made; that visits are made because of complaints, failure to report, or when it is believed that the probationer is going wrong. One chief probation officer says: "Owing to no help and the number of cases handled, I have not been able to visit homes to any extent; I believe a visit to the home once a month would be a benefit in some cases." Many courts report that owing to an inadequate number of officers, visits were being neglected. For instance, one large city office handling a thousand adult probationers, mostly convicted of felonies, has only a chief probation officer and two assistants to carry on all of the routine office work and supervise the probationers. One officer in adult cases believes that he can keep informed in regard to his cases without much visiting. He professes to believe that more harm than good may be done to probationers by frequent visiting.

Replies received from many officers show that constructive plans are worked out in connection with home visits. The officers endeavor to go as friendly visitors and seek the cooperation of all members of the family. In the Philadelphia Municipal Court, Juvenile Division, the officers report that they attempt to cover the following when visiting the family of a child:

(1) To advise the mother regarding the care of her home, especially as to the proper buying and preparation of food;

(2) To supervise the family's health, especially as to eyes, throat and dental condition of the children; to advise regarding bathing, fresh air, sleeping arrangements, and proper kind of work, urging institutional care for feeble-minded children, insane, active tubercular, or syphilitic;

(3) To see that all children of school age attend school regularly and when children reach working age to aid them in securing advantageous work;

(4) To interest relatives, church, settlement clubs and recreational centers;

(5) To give special attention to any abnormal or misunderstood children in the family;

(6) If a family support order is standing, to see that it is paid regularly.

More or less of the same sort of work is done in the courts of other cities and should be carried out in visiting the homes of adult as well as juvenile probationers.

Probation officers report securing valuable information through home visits which they would not otherwise have obtained regarding the character, habits and condition of the probationer and the family and neighborhood conditions. Many officers reported securing the friendly cooperation of the probationer's family by these visits. Parents are made to understand their responsibilities; domestic relations problems are adjusted; home conditions are improved; delinquency and neglect in other members of the family are prevented and probationers are made to change their habits and conduct.

REPORTING BY PROBATIONERS

From the written replies received, it appears that forty-eight out of the fifty offices heard from require regular reporting by their probationers in most cases. The two courts heard from which have no reporting system are the Seattle Juvenile Court and the Louisville Juvenile Court.

Of the fourteen courts personally investigated, eleven have regular reporting. The three which do not are the Boston Municipal Court, the Boston Superior Court and the Chicago Juvenile Court.

The above classification is an approximate one. Of the courts included among those which have regular reporting, a number allow many exceptions and some state that they have no general rule on the subject, but use reporting according to individual needs. Among these may be mentioned the following:

In the District of Columbia Juvenile Court, children under fourteen, with very few exceptions, are not required to report; the officers endeavor to visit them more frequently instead. Working children over fourteen years of age report regularly, the frequency of reporting being determined by the probation officer.

In the Los Angeles Juvenile Court, cases are treated "according to need." Young children, children on probation for trivial offenses and children whom the officers do not wish to come to the downtown office are not required to report.

In the Minneapolis Municipal Courts, men with families are usually not required to report. Their wives often report for them.

Among the courts referred to above as not requiring reporting, only the Boston Municipal Court and the Boston Superior Court have done away with the system entirely. The three juvenile courts cited, namely, Chicago, Seattle, and Louisville, all have reporting by children in some instances, but not as a general rule.

In the Chicago Juvenile Court, the matter of reporting is left largely to the individual officer, but the policy of the department has been to discourage it. Most of the officers have abandoned reporting except in special instances. One of the reasons given was the manifest evil of group reporting. A few of the officers dealing with delinquent boys still maintain regular reporting, using Settlement houses in their districts. The only rule enforced is that all probationers shall be seen by their probation officers at least once a month. Girls over twelve years of age, who have been placed out in family homes, meet their probation officers once or twice a month at designated places outside the court house. It is found that the girls are more inclined to tell the officer if things are not going well than if seen only in their foster homes.

In Seattle, regular visits by children to their officers are encouraged, but are not compulsory. Chief Probation Officer Lilburn Merrill states: "Children who manifest a keen friendliness toward members of the staff are encouraged to visit at the probation office on regular intervals. Among working boys the visits are usually limited to one evening a week. School boys call Saturday mornings, or at other times by appointment. This office visitation is usually limited to children whose parents assure us that the youngsters anticipate the visit with a friendly motive."

The Louisville Juvenile Court states that reporting is used only when the officers have too many cases to visit frequently. Truants and girls working out in families are usually required to report.

In most of the courts where reporting has been abandoned to a greater or less extent there does not appear to be more frequent visiting of probationers than in courts where regular reporting is

maintained. In most of these, there appears to be no substitute provided to take the place of reporting as a means of supervision.

In the Boston Municipal Court, where there is no reporting as a rule, the field probation officers at the time of this investigation averaged more than two hundred probationers apiece. The rule of this office is that homes of probationers be visited once a month. On account of the large number of probationers under supervision visits are brief and the probationer is generally not seen.

In the Boston Superior Court, where there is no reporting, the rule is that probationers shall be visited monthly, but this is not always possible on account of the large number of cases under each officer.

It appears that a large majority of the probation officers throughout the country maintain a regular system of reports. Fifty-four out of fifty-nine separate courts covered by this study had reporting. Of these, twenty-four require weekly reports as a general rule; twelve require weekly, bi-weekly or monthly reports. according to the case; five reported bi-weekly reports; six, monthly reports; seven officers had no general rule. In Detroit, the probation officer requires adults to report daily if not working. In the San Francisco Juvenile Court, boys report weekly at first, then monthly, and later are excused from reporting; girls do not report, except in special cases. In the San Francisco adult probation office, weekly reporting is the rule. In the Philadelphia Juvenile Court, most delinquent children are required to report weekly to district offices. When good behavior warrants, this is changed to once a month.

Numerous exceptions to rules requiring reporting are made. The following are among the most common: Six courts excuse young children from reporting; four courts do not require girls to report; probationers living outside the city are usually allowed to report by letter. Other exceptions made are for mothers of families; in cases of extreme poverty where carfare would be required; neglected children; in case of illness; where the offense committed was trivial.

Many officers require less frequent reports in certain cases, especially for good behavior. Night workers are usually allowed to report in the daytime. Two officers allow some other member

of the family to report for a probationer who is working. One officer stated that he did not allow reports over the telephone.

The majority of the officers receive their probationers at the probation office which is usually located in the same building as the court. Several officers had probationers report at their homes; a number used schools, settlement houses, or the offices of private charitable organizations. In the larger cities, district offices are used. Better results follow where reporting is at district offices rather than in or in connection with the court building.

Most officers see their own cases alone. However, there are exceptions, especially where a large number are on probation with one officer. In several courts certain probationers are required to report to police officers. In the St. Paul probation office which serves for the juvenile, municipal and district courts, all probationers report to the chief probation officer or his deputy and not to the individual officers. In the Chicago Municipal Court, a clerk attached to the probation office frequently receives probationers' reports in the absence of the probation officer having the cases in charge. The substance of the report is taken down in duplicate, one copy of which is handed to the officer. None of these methods is felt to be a satisfactory substitute for personal reports to the probation officer in charge of the case.

In certain of the larger juvenile courts, notably Philadelphia, women officers supervise and receive reports from boys on probation. In adult courts, men almost invariably are supervised by men officers. School children usually report in the daytime, working boys and men in the evening. The assembling of probationers is generally regarded as an evil to be avoided as much as possible. Twenty-six courts report no assembling; the others have more or less of it. In some courts it is avoided to a large extent by the use of district offices, probationers coming on different days or in shifts. On the other hand, in some courts reports are received in one large room, necessitating the assembling of large groups of probationers.

In the Boston Juvenile Court, reporting is decentralized, several settlement houses or other offices throughout the city being used. Daytime reports are received at the court. At the settlement houses where most of the boys report, the probation officer

has an assistant who keeps them under supervision while awaiting to report. The probation officers believe that regular reporting has a good influence on boys and is indispensable.

In the St. Louis Juvenile Court, reporting is at the central office. Probation officers receive children on different nights, each having a separate room. Boys are instructed to come at different hours. Girls in general do not report.

In the Minneapolis Juvenile Court, the probation officers state that most of the assembling has been avoided by having boys report at settlement houses or other offices in each district throughout the city. The girls do not report.

Probation officers report that they receive information from probationers regarding school attendance, work, wages and conduct. Most of the officers endeavor to establish friendly personal relations. Some interesting opinions regarding the results obtained from reporting are given. The majority of the officers state that good results are obtained, contact is established and a better acquaintance and understanding follow. One officer states that he finds reporting useful in teaching obedience and discipline. Another, that "it acts as a stimulus," another "gives an opportunity to study probationers."

Seventeen officers state that bad results follow reporting when statements made by probationers are not verified by visits; others say that bad results follow if boys and girls are allowed to report in groups, "when there is too much of the court and not enough of the friend;" "when costs have to be collected by the probation officers;" "when reporting is more or less perfunctory;" "when untruths are told and efforts are not made to verify statements." Other probation officers thought that reporting was bad for girls and sensitive children.

Twenty-seven offices require written reports from "out-of-town cases," or when personal reporting is otherwise impossible. Many require written reports from school children in regard to attendance and conduct. They must be signed by the teacher and sometimes by the parent. Special parents' reports are used in some of the juvenile courts for incorrigible children. The bringing of reporting cards to be marked by the probation officer is common in most of the probation offices. Some offices, for

example, St. Paul, require all probationers reporting to fill out a written blank. Many officers state that written reports alone are unsatisfactory and should be used only when personal reporting is impossible.

OTHER FACTORS IN SUPERVISION

EMPLOYMENT

Probation officers in many sections of the country lay special stress on assisting probationers to get suitable employment. A few officers who handle adults, however, contend that it has greater educational effect to let the probationer get his own employment.

Eight courts maintain employment bureaus in charge of special officers; some of these do more or less vocational guidance work. In the Chicago adult probation office, one probation officer gives his entire time to securing employment for probationers. A card catalog, containing a large number of names of employers who have consented to employ probationers, is kept. All probationers are helped to get jobs if needed and they are followed up to see if they keep employed.

In the Court of Domestic Relations of Cincinnati, a business men's organization aids probation officers in finding employment for probationers. This organization has secured a list of men willing to employ boys who are on probation.

In the Juvenile Court of San Francisco employment is secured "by running ads in daily papers, through cooperation of the Juvenile Protective Association, through employment bureaus and social agencies, and through the efforts of two probation officers, a man and a woman, whose largest responsibility is to secure employment for all of the working probationers of the court."

COOPERATION

The offices heard from or visited generally recognize that effective supervision cannot be maintained without the cooperation of many agencies, particularly schools in children's cases, charitable agencies and physicians. Good cooperation with these agencies was reported from many courts. Juvenile courts especially report much valuable assistance from public and private agencies in their communities. One officer, however, believes that teachers

are apt to be too severe and repel probationers, and that "as a rule there is too much red-tape with charitable organizations."

The chief probation officer of the Seattle Juvenile Court, reporting on cooperation with schools says: "A close, fraternal cooperation is encouraged by the officials of the court with school authorities. Social statements and recommendations are uniformly solicited from teachers and principals regarding their pupils who are called into court. The school medical clinic provides surgical and medical treatment with promptness and efficiency at our request. School attendance officers handle many disciplinary cases by school probationary supervision, and cases brought by them into court usualy require institutional treatment."

The chief probation officer of the San Francisco Juvenile Court says: "We cooperate with the School Department in matters of truancy to prevent arrests or appearance before the court on petition, handling these matters in the office and in about 90 per cent of the cases remedying the situation without need of formal court order."

The chief probation officer of the Juvenile Court of the District of Columbia says: "School authorities cooperate in every way possible, the main thing being to report to us before ten o'clock every day the number of probationers out of school. A number of physicians have voluntarily made physical examinations for us for the past four years. Charitable organizations cooperate fully. We use the Confidential Exchange in every case."

Most juvenile courts and some adult courts register with a confidential exchange usually maintained by a charitable society.

Good cooperation with the police is reported from some courts handling adults. Police-women where they exist are of great assistance. From Fresno County, California, the county probation officer reports having enlisted "the sympathy of the Police Commissioners and Chief, real help is secured in 'silent supervision' of adult probationers; it is risky if the department is not in full sympathy."

Many officers, especially in juvenile courts, report receiving excellent assistance from physicians. Physicians connected with the schools, health departments, and those in hospitals and private practice are used. In Minneapolis, the services of school psycholo-

gists are used; hospitals cooperate; the services of a free dental clinic are given; a local optician makes examinations free of charge and provides glasses at a minimum cost.

Many courts are alive to the importance of physical and mental diagnosis. The chief probation officer of the Louisville Juvenile Court reports: "Two physicians, a man and a woman, are present in the probation offices for an hour before court convenes. A visiting nurse who is a paid probation officer is present when the examinations are made. The nurse follows up cases requiring medical attention, securing for them the best service from public hospitals and clinics. Frequently, if it is desirable, private physicians and hospitals give assistance."

The chief probation officer of the Juvenile Court of San Francisco writes: "All the departments of the court work on the theory that physical well-being as well as 'keep busy' is essential to successful probation. Given a normal mentality our first effort is to cure any physical defects existing. Our new building contains its own clinic and hospital departments which are directed by regular physicians and psychologists from the University of California Hospital."

The county probation office of Hudson County, New Jersey, which handles both adults and juveniles has two probation officers who are trained nurses. These women advise mothers in regard to the care of their children and help them to secure proper medical aid.

Other cooperating agencies especially mentioned are Big Brother organizations and the Boy Scouts. Local Big Brother organizations are used extensively by the juvenile courts. Good results are reported when the work of the Big Brothers is kept under supervision by the paid officers. A probation officer of the Denver Juvenile Court reports good results from the cooperation of Big Brothers, but finds it better to have all probationers placed under the direct supervision of the court, thus using the Big Brothers to supplement the work of paid officers.

Volunteer probation officers are used in many courts especially in children's cases, but are not relied upon to anything like the same extent that they were in the early history of the movement. They are now used principally to supplement the efforts of an

inadequate, paid probation staff. One chief probation officer has abandoned the use of volunteers of all kinds and finds that "the only supervision that can be relied on is that which is given by the paid probation officer." In the Adult Criminal Courts of Baltimore, a special department of volunteer service is maintained. Volunteers are used in the Milwaukee Juvenile Court which reports that good results are obtained when the volunteers work under the direct supervision of paid officers. Trained volunteers or friendly visitors do most of the follow-up work in connection with the probation cases. In the St. Paul Juvenile Court, volunteer officers are relied upon to furnish most of the supervision of children on probation. The system has not been found altogether satisfactory.

The Louisville Juvenile Court uses the services of volunteers connected with the Children's Protective Association. This organization maintains its own office, but works in close cooperation with the probation officers of the court.

Several courts report good results in boys' cases by using the Boy Scout organization.

The probation officers in the Kansas City Juvenile Court make use of a Boys' Hotel. Boys on probation, where the home environment is not good, are placed in this hotel. The boys are closely supervised by a competent man and are required either to work or go to school. The hotel has a night school for working boys and is located in the best residential section of the city.

THE RELATION OF JUDGES TO SUPERVISION

The relations of judges to probationers differs greatly in various courts. In many courts the entire care of probationers is in the hands of the probation officers. In the Chicago Juvenile Court, except in cases returned to court for commitment, the probation officers determine the length of the probation period and make the final discharge. The same is true in the Philadelphia Municipal Court.

In the Boston Juvenile Court probationers are discharged by the judge. In the Denver Juvenile Court boys report every other Saturday morning to the judge.

PART IV.— CONCLUSIONS AND RECOMMENDATIONS

On the basis of the facts brought out in this study, the Committee offers the following conclusions and recommendations as to the relative values of the various methods of supervision. The attempt is here made to set forth a rational program for supervising probationers.

As was stated at the start, the fact must not be lost sight of that probation is individual treatment, that it is difficult to make general rules. The varying situations which confront probation officers in their work must be taken into account. An ideal system cannot be carried out if probation officers do not receive proper support and cooperation from their judges or from others with whom they must work; if they are not given proper offices, equipment, expense money, and adequate salaries; and if an insufficient number of officers is provided. This last condition seems to be the rule rather than the exception throughout the country.

Probation has met with approval and success and has been increasingly used in dealing with court cases without a corresponding increase in the staff of workers. Probation officers in many courts are each attempting to supervise from one hundred to four hundred probationers in addition to special work. The situation is especially serious in the courts dealing with adult cases in the larger cities; these are the courts which handle non-support and other family problems, and the most difficult criminal cases. The children's courts, however, and courts in smaller places are suffering more or less from the same evil of over-loaded probation staffs. The situation is full of menace to the successful development of the probation system. Facts must be faced and serious efforts put forth in every community where this condition exists to secure an adequate number of officers.

As this study is confined to the subject of methods of supervising persons upon probation, it is possible to refer but briefly to other important duties of probation officers which are related to the supervision of probationers. Preliminary investigation is one of these. Thorough and satisfactory probation work is difficult if not impossible without a proper investigation of the facts and circumstances in each case at the start. This should be made

before a person is placed upon probation. There is a certain advantage in having the investigation made by the officer who subsequently supervises the probationer, but in a large probation staff this is not always practicable. Too great emphasis cannot be placed upon the importance of having the salient facts regarding the probationer, his family, his past history, and his present environment, in the hands of the probation officer when he begins his supervisory work.

The making of investigations preliminary to court action has a very important bearing upon the selection of proper persons for probation, which is a prerequisite to successful work by the probation officer. If persons are placed on probation who are hardened offenders or who for other reasons need institutional treatment and who will not or cannot cooperate with the probation officer in his efforts to help them, no methods can be devised which will make the probation plan successful. The placing of unfit persons on probation can usually be avoided if the probation officer is given an opportunity to investigate and recommend to the judge. If, however, an investigation cannot be made in advance of the placing of a person on probation, it is important that the officer make a thorough investigation as soon as possible after he receives the probationer.

Investigation reports to a judge should be treated as confidential communications and should not be made public. Placing a probation officer on the witness stand in the trial of a person who may be placed under his supervision is open to serious criticism.

Another important factor in probation work which has a direct bearing on successful supervision is the keeping of complete workable case records. The important facts secured in the preliminary investigation should be permanently recorded and filed for convenient reference while dealing with the case. All subsequent important data should be recorded and a chronological record of reports, visits and all other happenings in the case should be entered on a convenient blank. Everything that occurs in the supervision of a case, including the dates of all reports and visits and all important information obtained, should be entered in the field note-book or upon cards to be transferred to the permanent case history blanks. All records and blanks used in supervising a

case should be filed in a folder or envelope for convenient reference. A proper system of receipts and ledger accounts should be used for all financial transactions. The importance of complete records in the proper supervision of cases is often overlooked by probation officers.

The proper supervision of the work of the individual probation officers by a chief probation officer and also by the judge of the court is another most important matter in developing a proper system of case supervision. Regular reports to the chief probation officer or the court are necessary. Frequent consultation of probation officers with their supervising chiefs regarding troublesome probationers and the various details of their work is most essential. The cordial cooperation of the various members of the probation staff is also necessary. Weekly conferences by members of the staff at which common problems and difficult probation cases are discussed are desirable.

Sufficiently long periods of probation to enable a probation officer to work out constructive plans are necessary. Usually one year is required to secure effective results. The period necessary to accomplish the best results depends, however, upon the circumstances of each individual case. For this reason, the indeterminate period of probation is being increasingly used. Under this system no period of probation is fixed in advance other than the maximum provided by law. The probationer earns his discharge which is determined by the court depending upon his progress and generally upon the recommendation of the probation officer. This plan is recommended for all courts.

Another essential factor of any successful probation system is vigorous enforcement of the conditions of probation. Complaints should be promptly investigated; violations dealt with promptly. The power of the court should be invoked for reprimand and for punishment when the welfare of the probationer as well as the protection of society and the moral effect upon other probationers demand this. Probation is to some extent a sifting process. Unfitness for probation cannot always be determined at the start. The officer must do his best with the material which he receives from the court, but as soon as he is firmly convinced of the unfitness of the probationer for further probationary treatment there should be no hesitancy about returning the case to court.

It is an important duty of probation officers to see to it that everything possible is done to secure the return of absconders or those who seek to escape supervision. While the apprehension and arrest of adults in these cases is usually performed by the police, probation officers should give the police all the assistance possible. Many officers delay too long in following up such cases and too readily wash their hands of all responsibility.

The number of probationers which an officer should have under his supervision at one time is an important consideration. It depends upon a number of factors: The class of probationers, the distance they live from the probation office, work which the officer may have to perform in addition to supervision, and other circumstances. In general, officers handling children are given fewer cases to supervise, but this may largely be due to the fact that adult probation has not been developed as intensively as juvenile probation. Many adult cases, particularly those involving domestic relations, require as much attention as children's cases.

The probation officers of New York State by unanimous vote at their annual State Conference in 1917, recommended as a standard that not more than an average of fifty cases should be under the supervision of a probation officer at any one time, assuming that the officer is giving his entire time to the supervision of these cases. If the officer also makes preliminary investigations or has special duties, such as attendance at court, clerical or preventive work, the number of cases should be less than fifty. It is recommended that this standard be adopted generally throughout the country.

Coming to actual methods in the supervision of cases, the recommendations which follow are made on the assumption that probation officers are working under approximately the conditions above described, namely: that they have a reasonable number of properly selected probationers and that they are able to give them adequate attention.

1. FIRST INTERVIEW

As soon as possible after the court places either a child or an adult on probation, it is important that the probation officer should see the probationer entirely alone and explain carefully the general and special conditions of probation. A probation

card should be given to the probationer at this time which shall state the conditions of probation and serve as a constant reminder of them.

2. FIRST VISITS

The next step in supervision should in most cases be a visit to the probationer's home to be made as soon as possible after probation begins. This should be followed by visits to other places to secure as much additional information as possible and to get in touch with all who may cooperate.

3. PLAN OF PROBATION

Following the preliminary visits the probation officer should formulate a plan of probation. This should include a plan for supervision and contact with the probationer, suggestions as to the probationer's work, recreation and mode of life. These are subject to modification as probation progresses.

4. SUBSEQUENT HOME VISITS

In general homes or places of residence of probationers should be visited once in two weeks; the frequency of the home visit must, however, depend to some extent upon the circumstances in the individual case. When special efforts are being made to reconstruct a home, as in certain children's and domestic relations cases, or when for other reasons especially close supervision is desirable, certain homes should be visited once a week or even oftener. If the probationer is believed to be doing badly special visits may be necessary.

Less frequent visits may be needed when probationers are doing exceptionally well and for other reasons. If homes of probationers are located at a distance from the probation office or are otherwise inaccessible, or if the probation officer is over-loaded with cases or special work, the proposed standard of bi-weekly visits must necessarily be relaxed in selected cases. Occasionally a probationer should not be visited at all. The regular home visit, however, is a precaution and an opportunity which should not generally be omitted even if the probation officer believes that there is no information that he can secure by continued visits, or that his influence is not needed in a given home. It is the great opportunity of the probation officer to learn the truth about

the probationer's conduct, to gain the cooperation of those who are most likely to be sincerely interested in his welfare, and to strengthen and develop the good influences which usually center around the home.

Visits should not be too hurried. The results sought cannot be obtained in that way. As many members of the family as possible should be seen and in some instances the mother, father or wife of the probationer should be seen alone. The probationer, of course, should be seen if possible, sometimes alone and sometimes together with his family. Facts about the whole family should be secured as, for instance: work, wages, health, recreations, hours, habits, home conditions and neighborhood conditions. Important new facts should be noted down and appear upon the case record. The officer should use tact in obtaining information, should go as a friendly visitor, and should endeavor to make his visits welcome. Nowhere does the personality of the probation officer count more than in a home visit.

Visits should be made, if possible, when those members of the family whom it is most important to see are most likely to be at home. Visits should not be annuonced in advance, though in special instances, in order to meet the probationer or some member of the family whom it is otherwise difficult to find, an appointment may be made. Sometimes it is important to see the probationer at his home and sometimes it is more important to see his mother, father or wife. As it is difficult to find male members of the family at home in the daytime, evening visits are at times essential. They may be advisable also in certain cases where daytime visits are found to be causing injurious neighborhood gossip. The officer should select with care those homes where evening visits are most essential and should spend, if possible, one evening each week in making them.

5. OTHER VISITS

Visits to other places than the home are necessary. The needs of the individual and the attitude of the persons visited must determine the frequency of these visits. Relatives should frequently be visited to obtain information and special cooperation. Friends and acquaintances should be visited in some instances

for the same reasons. Neighbors should be visited only if necessary or when a neighbor is also a friend. Visits to neighbors should be made with great care not to injure the reputation of the probationer or his family or start injurious gossip. Boarding-house keepers, janitors and tradesmen sometimes give valuable information. Places which the probationer is accustomed to frequent, where friends or acquaintances of the probationer may be seen, often repay visits. Employers should be visited when they are cooperating or know the probationer's history. They should be visited occasionally in other cases if this can be done without jeopardizing the probationer's employment. In making visits to employers, as well as to neighbors, acquaintances and sometimes even to friends and relatives, as far as possible information concerning offenses committed or the relation of the officer to the probationer should not be given.

In many of these visits, information is the principal object sought. In other visits special cooperation or assistance is desired. Where this is the case, it is important to arouse interest and gain the good-will of the person visited by a most tactful and friendly approach.

6. REPORTING

Except in special instances, every probationer should be required to report to the probation officer once each week, if possible, at least for the first six months of probation. Thereafter, selected probationers who are doing well and whose supervision can safely be relaxed, may be permitted to report once in two weeks. Sometimes, where the term of probation is long, reports may be allowed once in three weeks toward the end of the probation period. Certain classes of probationers, especially children where neglect of parents rather than delinquency prevails and persons who for physical reasons are unable to report may not be required to report at all. On the other hand, some probationers should report once a week throughout their whole probation period, and occasionally where special discipline or supervision is required should report oftener.

The probationer's residence must be taken into consideration in requiring reports. There is, of course, a limit to the distance which a probationer should be required to travel to see his officer.

If it is impossible for the officer to arrange a reporting station within reasonable distance of his probationer, written reports should be substituted for personal reports and more frequent home visits made.

When it is necessary to use written reports instead of personal reports a special blank should be furnished to the probationer with instructions for filling it out. This should be sent to the officer once a week, and should be endorsed by a responsible relative or other person who will assist the officer in supervision. Receipts for money paid at home under court orders, or money paid as restitution or fines should be required. Weekly written reports on attendance and conduct should be received from teachers. Weekly reports from parents on blanks furnished by the probation officer are useful, particularly in cases of incorrigible children.

The place for receiving reports is important. They should not be received in a court-room or a police station in any case and if possible not in any room adjoining either of the above. They should be received in private and all publicity should be avoided. An outer waiting room and an inner office where the probation officer and the probationer may meet entirely alone are required.

Sometimes the use of several offices by one officer is desirable. Arrangements may be made to secure rooms in schoolhouses, settlement houses, or private business offices. If several officers use one office they should receive reports at different hours. In large cities, or wherever a considerable area is served by several probation officers working together, the district system is advisable. Where this is established, the probation officer should receive his reports in one or more offices located in his district.

Every possible precaution should be exercised to prevent probationers from mingling or meeting each other before, during, or after reporting. To avoid this the probation officer must exercise constant vigilance. Probationers should be instructed to come at different hours on the reporting day or night. Half-hour periods may be fixed and every effort should be made to require probationers to report promptly within the periods assigned. If probationers must wait to report, they should be

under observation while waiting; they should be instructed not to come to or leave the probation office in company with other probationers and not to converse with others while waiting. Children and adults should never report at the same time and place; male and female probationers should not report together.

Probation officers should not attempt to receive too many probationers in one evening. In this way reports become hurried and perfunctory and probationers assemble. Two or more evenings each week may be required unless some probationers can report in the daytime. Interviews with probationers should be long enough for a good heart-to-heart talk. Some probationers can be disposed of more quickly than others, but at least ten minutes per case is usually needed.

The successful probation officer knows best how to adapt his interviews to the needs of the probationer. Every interview should promote mutual acquaintance and if possible friendliness. Firmness, but not severity, should prevail. Inquiry regarding work, recreation, habits, home conditions and many other matters touching on the probationer's conduct and progress should be made. The information secured from reporting depends upon the probation officer's tact, resourcefulness and ability in asking questions. All information secured should be checked up afterwards by the home visit, the telephone call, or otherwise. A record of all reports together with any important information secured should be entered on the probation case history.

The probationer's report is an opportunity for the officer to get acquainted and to bring friendly personal influence to bear, for making the probationer understand that probation means business, for giving helpful advice, and for planning and applying the many personal services which the particular case demands. A study of each probationer to learn his special aptitudes and what special needs and deficiencies the probation officer can help to supply, should be made in connection with the reporting. Stereotyped advice, admonitions, orders or threats usually fail of their objects; establishing a friendly basis of contact, kindly counsel and personal service, generally bring results.

7. COOPERATION

Visits should be made to all agencies where cooperation may be secured. Big Brothers, Big Sisters, Humane Societies and other organizations doing probation, protective or preventive work should give and receive much cooperation. Volunteer probation officers if carefully selected may be used with discretion to make visits and perform special services under the direction of the salaried probation officer. The assistance of volunteers is especially valuable when the staff of salaried officers is inadequate and when probationers are scattered over a large area, as in rural work. Where competent volunteers are secured to visit cases less frequent visits by the salaried officer may be made but as a rule the probation officer should never turn over the entire supervision of a probationer to any volunteer.

The fullest cooperation of teachers, attendance officers and school authorities should be sought in cases of school children on probation. School authorities should be encouraged to deal with truants without court action as long as possible. Teachers should be requested to send to the probation officer reports of attendance and conduct on blanks furnished by the officer. They should also be visited and conferences held with teachers, attendance officers, and school authorities.

In general, the rule should be followed that the probation office should not undertake services for probationers or their families which other agencies are better equipped to furnish. Public or private relief agencies should be called upon to give emergency relief or regular allowances when necessary. There should be a full exchange of information. To this end, in order to promote cooperation and avoid duplication of effort, probation cases should be registered with a confidential, social service exchange if one exists.

Clergymen, church visitors and Sunday school teachers who may be helpful in bringing the probationer or members of his family into church organizations, solemnizing a pledge, or securing relief. Care should be exercised to see that the churches from which cooperation is sought be of the same religious faith as that of the probationer. The potent influence of religion should be utilized as far as possible in bringing restraining and uplifting

influences to bear and in transforming and building up the character of the probationer.

Settlements, clubs and all other organizations which may help in building up the probationer's character by furnishing recreation, instruction and good companionship, keeping him from harmful occupations and associations should be utilized as much as possible.

8. THE COURT AND SUPERVISION

The court in placing a person on probation assumes the responsibility and retains the authority to deal with him subsequently. To the probation officer as the representative of the court is delegated the actual care of the probationer, and he usually decides whether the probationer should be brought back to court for discharge or for reprimand or sentence.

Judges should be kept informed of the progress of probationers and of the work done by probation officers by means of frequent reports and consultations. Probationers should know that the judge is interested in their welfare. Monthly written reports by the probation officer on all his cases should be made to the court. As a general rule personal reporting by probationers to the judge is unnecessary and inadvisable except when a reprimand is needed or upon the completion of probation.

It is recommended that probationers be discharged from probation by a judge, preferably the judge who placed them on probation. The final interview with the judge is valuable, tending to impress the probationer with the authority and clemency of the court and to encourage and fortify him in his efforts to make good. The discharge should be made in chambers, with only the judge, the probationer and the probation officer present. Whenever probationers are brought before a judge every possible effort should be made to prevent or to reduce to a minimum their meeting or assembling.

9. EMPLOYMENT

Inasmuch as employment has an important influence in character building special efforts to assist probationers who work to find employment or to better their positions should be made by every probation officer. Probationers should be helped as much as possible to get suitable work and to succeed in it. To this end employers should be visited, and a list of those willing to cooper-

ate and employ probationers should be on file in the probation office. Employers should not generally be told that employees are on probation unless known to be willing to employ probationers. Probationers should be sent only to places where good moral and physical standards are maintained, where adequate wages are paid, and where if possible there is a chance for advancement. In many cases, especially of boys and girls of working age, vocational guidance should be used. In large offices a special bureau of employment in charge of a probation officer should be established.

10. PHYSICAL AND MENTAL EXAMINATIONS

Probation officers should endeavor to have as many of their probationers as possible examined both mentally and physically. So far as possible such examinations should be made before cases are placed on probation, both to prevent the release on probation of feeble-minded or other unfit persons and to enable the officer to understand his probationers at the start. As but few courts as yet employ trained psychologists, psychiatrists and physicians, the probation officer must take steps to secure the cooperation of physicians and experts, visiting nurses, hospitals and clinics, and should select cases to be examined where special need appears. He should also secure proper treatment and when necessary recommend institutional care. Psychiatric clinics, supported by the public, should be established for the examination of children and adults brought before the courts.

11. SPECIAL METHODS OF SUPERVISION

The needs of individual probationers often suggest special methods of supervision. In some cases, particularly those of children, rewards as well as punishments should be used. Admissions to clubs, entertainments, baseball games, or to other wholesome recreations may prove effective. The performing of a great variety of constructive services to improve homes or to assist other members of the household, is often found to react upon the probationer more favorably than any amount of advice or discipline. The probationer should be helped in the management of his financial affairs, in the support of dependents, the payment of debts and the starting of savings accounts. Health and recreation must not be neglected. The special services and methods

which probation officers may use to bring about improvement in conduct and to build up character are innumerable. These special services carried out in connection with the necessary routine of visits and reports are the most important feature of probation supervision. The officer, when his time allows, should keep in touch with certain probationers after their discharge from probation by means of visits or otherwise. Much satisfaction and profit may be had from continuing the friendly relations established during the probation period.

12. SELECTION OF OFFICERS AND ASSIGNMENT OF CASES

To properly perform the many arduous duties outlined above the careful selection of probation officers is of paramount importance. Civil service examinations, conducted by experts, in which at least 50 per cent of the rating is allowed for personality and experience, determined by an oral examination have been successful throughout New York State in the selection of probation officers. Only persons who have the character, ability and training which will enable them to get results through the exercise of tact, discrimination, analytical power, firmness and kindliness should seek this office.

Where a choice is possible, chief probation officers should seek to assign probationers to officers who are specially qualified to deal with them. Officers differ in personality, and one officer may succeed in a certain case where another officer would be a total failure. The only rule that may be laid down in this regard is that in general men and boys of fourteen years of age or older, should be placed under the supervision of male officers and all cases of women and girls should be under the supervision of women officers. Boys under fourteen may be effectively supervised by either men or women officers, depending on the case and the officer.

In general a probationer should be dealt with by one probation officer throughout the whole probation period. However, there are circumstances which call for the assignment of a new officer. In some cases, particularly those involving domestic relations, the cooperation of both a man and a woman probation officer in dealing with various members of the family is found very effective.

The above program, if consistently carried out, adapting the methods used to individual needs, should produce a maximum number of probation successes. It is obviously necessary to consider conditions as they are rather than to assume an ideal situation. Many officers are today unable to carry out these standards and recommendations because of a lack of proper equipment and an insufficient number of officers. Where this is the case, it may be asked what is the officer to do. The answer is difficult. In the first place it seems essential that he should use every effort to economize his time and energies so that he may carry out as much of the ideal supervision program as possible. In the second place he should distribute the time spent on each visit and report to the best possible advantage and use more individual discrimination in visits and other work. The above program, however, should be approximated as closely as possible and the probation officer should work unceasingly to show his judges, fiscal authorities and the public that economical, efficient probation work can only be done with an adequate staff of officers and that it will pay the community to furnish them.

This report deals only with probation methods and endeavors to present a rational program of supervision. Many of the broader aspects of this work have necessarily been disregarded. The first duty of the probation officer, like that of a physician, is to do good case work, but this involves other duties. Probation officers should seek proper publicity, should educate the public in regard to their work so as to secure enlarged facilities and equipment, to bring about the appointment of more probation officers, and the development of a greater degree of cooperation from all possible sources. It should be possible for probation officers to do important preventive work as it comes to their attention, such as quieting neighborhood quarrels, settling disputes, investigating and keeping cases out of court if it be for the public good. Probation officers should study the causes of crime and delinquency and help to interpret them to the community. Probation officers should play an increasingly important part in the broader movements of the day looking toward the improvement of social conditions and the prevention of delinquency and crime.

ACCOUNTS OF VISITS TO PROBATIONERS AND FORMER PROBATIONERS AND THEIR FAMILIES, WITH PROBATION HISTORY NOTES

FOREWORD

The following accounts of visits to probationers and former probationers and their families are selected from fifty-nine complete reports of visits made by the Secretary or Assistant Secretary of the State Probation Commission. The probation histories were taken from the case records on file in the local probation offices. The various people interviewed were seen, for the most part, in their own homes and the statements they made are reproduced just as they were uttered, as far as possible. In a number of instances the probationer was seen alone and afterwards his wife or other members of the household. An effort was made to get the probationer and his family to talk freely and to give their opinions of the methods used in their cases and also as observed in the cases of other probationers with whom they came in contact. All kinds of persons were seen; some were most intelligent, others were not so, but all were able to give information out of their own experience of the merits or demerits of the probation system as they had seen it. The cases selected for visiting were secured from probation officers in a number of cities throughout the State. The officers were requested to furnish typical cases of various kinds of probationers who had for the most part completed their probation terms successfully.

1

NAMES — H— and L— L—.
COURT — Onondaga county.
OFFENSE — Petty larceny.
PROBATION BEGAN — October 25, 1915, and May 17, 1916.
PROBATION ENDED — October, 1916 and June, 1917.
INVESTIGATION —August, 1917.

Probation History

Both cases investigated before being placed on probation. Many home visits made. Mother was always seen and her cooperation secured. Regular reports were made.

Investigation

Henry is at present in the army on active duty. Leonard is working for a construction company in the west.

I saw the mother of these two boys and she informs me that they are both doing excellently now. She says the probation officer was very kind to her and her boys and did a great deal to bring about reformation for both. The officer visited her home many times and talked over the boys' cases with her. He would also see the boys on some of these occasions. She never had any trouble getting them to report as they always went of their own accord. They were not reluctant about it but seemed rather glad of the opportunity to go down to the office and talk things over with Mr. ———. He always gave them some good advice which helped to keep them straight. She thinks the experience was very good for both and believes that the reporting was especially valuable.

2

NAME — P— O—.
COURT — Onondaga County.
OFFENSE — Burglary.
PROBATION BEGAN —April 3, 1915.
PROBATION ENDED — May 3, 1916.
INVESTIGATION —August, 1917.

Probation History

Investigated before being placed on probation. According to the probation officer many home visits were made in this case. The relatives were seen frequently. Man reported to the probation officer every week regularly. Discharged improved.

Investigation

When this boy was on probation he was living with his aunt, but at present he is living with his mother nearby. I talked with both the probationer and the mother.

Philip says it was a good experience for him and that he is glad he was put on probation. He came into contact with Mr. ——— whom he considered to be one of the finest of men, and has never regretted his experience in the least. He says Mr. ——— was very kind to him and especially helpful when he

reported because they always talked things over and discussed various things upon which Philip needed advice.

He liked the reporting and thinks it was the best part of his probation. It was this reporting which helped him most to abstain from drinking as he knew he would have to tell Mr. ——— every week just what he had been doing. He says he never saw more than one boy at the office when he was reporting and all his conferences with the officer were private. He thought it was much better to report in the private office than it would have been had he had to report at the Court House. Mr. ——— used to come around to see him in the evening and on Sundays and he was always glad to have him come.

The mother says that from the time the boy was placed on probation up to the present he has been a model son and she has no complaint to make. She gives full credit to Mr. ——— for this and says the experience was a great lesson to the boy.

3

NAME — A— M.
COURT — Onondaga County.
OFFENSE — Grand larceny.
PROBATION BEGAN —April, 1916.
PROBATION ENDED —April, 1917.
INVESTIGATION — August, 1917.

Probation History

Thoroughly investigated before being placed on probation. No home visits were made in this case. Probation officer knew the family. Inquiries were made from mutual friends regarding probationer. Man reported regularly every week to the officer.

The probation officer thinks reporting didn't do probationer much good. The knowledge that he was on probation did him good. It was an unusual case. The man was treasurer of a fraternal organization. Irregularities were discovered in his accounts and he was arrested. He made restitution by selling his house.

Investigation

The man was seen alone. He is a man of high type now employed in a responsible position. He said:

" Yes I reported regularly but beyond that I needed no super-

vision. Mr. ——— did not visit me. I sold my home and paid up the amount charged against me. I saw the effect of probation on others, however. It is a grand thing and I cannot say too much for it. In many cases, especially of young men, it did them no end of good to have to report weekly to Mr. ———. He is a fine gentleman and his talks to the boys were just what they needed. The reporting is a great thing because it keeps the boy's memory clear regarding his obligation. I do believe that the reporting should be followed up closely by going to the homes and seeing whether the men have been lying to the officer. Reporting alone without checking it up would hurt probation as some of the men would take advantage of the trust which the officer placed in them. It would seem to me that an officer could accomplish a lot by going to the home and seeing the family.

"The boys never came in groups; they never talked to each other. I never saw more than two others in the office when I was there — sometimes only one. Probation is a wonderful thing for it prevents the stain of a jail term. I feel very strongly about this."

4

NAME — E— Y—.
COURT — Justice of the Peace, Onondaga County.
OFFENSE — Petty larceny.
PROBATION BEGAN — June 16, 1915.
PROBATION ENDED — June 19, 1916.
INVESTIGATION — August 16, 1917.

Probation History

Supervision in this case consisted chiefly in receiving reports each week. The man missed reporting only once.

Investigation

This man has joined the army and is at present in active service. I saw his mother and talked with her at some length. She says that probation was a very good thing for her boy inasmuch as he learned a lesson from it and kept out of trouble thereafter. He had never been arrested before but she thought he deserved it this time and was glad he was placed on probation.

He reported regularly every week and did not seem to mind it a great deal. He enjoyed talking with the probation officer,

he said, and the fact that he had to report kept his scrape clearly before his mind. He avoided his former companions who had got into trouble with him and applied himself fully to his work.

5

NAME — C— S—.
COURT — Onondaga County.
OFFENSE — Non-support.
PROBATION BEGAN — June 2, 1914.
PROBATION ENDED — December 16, 1914.
INVESTIGATION —August 16, 1917.

Probation History

This case was visited by the probation officer twice, the probationer and children being seen. Probation officer helped the man to secure work. He reported to the probation office every week without missing once. Discharged with improvement.

Investigation

I visited this man at his home. He is working steadily now and everything is going along nicely. He is a man past middle life. He says that he did not mind reporting to the probation officer as he felt it was merely a duty and should be complied with strictly. He did not know whether the reporting did him much good or not as he said he never thought a great deal about it. It was just a case of going down and having his card marked and getting out of there as soon as possible. He saw other probationers there when he reported but never saw them talking to each other or discussing their cases. He never met the officer at his home although he understood that he came out there a couple of times in the day time.

6

NAME — C— A—.
COURT — Erie County.
OFFENSE —Assault, second degree (shot a man in a saloon while intoxicated).
PROBATION BEGAN — January, 1916.
PROBATION ENDED — June, 1917.
INVESTIGATION — July 13, 1917.

Probation History

After a thorough preliminary investigation probation was granted on the grounds of this being defendant's first offense. Case was under intensive supervision for one year and five months. Visits were made four times to the home where the wife was interviewed as to the man's progress. Although the man lived outside the city he was required to report every week to the probation officer. He missed only one report during the first year. After the first year he was allowed to report once in two weeks and for the last two months of his probation, once a month. He was taken back by his former employer. He paid $150 restitution to the complainant for his injuries, as ordered by the court, in small instalments during his probation.

Investigation

I interviewed this man alone in the probation office. He is an exceedingly intelligent, well educated, fine spirited man. He states that he has been getting along finely; has recently been elevated to foreman of his department in a manufacturing establishment. He has let liquor entirely alone since he was put on probation. Seems to greatly appreciate what was done for him.

Mr. ——— was asked to give his version of "reporting." He said: "Well, I hated it like h— but it was good for me. The discipline was what I needed. Yes, it did me a lot of good." Asked to explain what he hated about reporting, he said it was chiefly the waiting and being seen by other probationers. He did not mind talking with his probation officer; in fact he was very glad to do it. He was glad to have his advice. He said: "I told him (the probation officer) everything. I thought it was best to do so. I wanted to get out of it as soon as I could." He related how he had once, while on probation, got into a fight in a moving picture house in which another man who was under the influence of liquor was the aggressor. He knocked this man down. When he next came to report to the probation officer he told him about this, thinking he might hear of it in some other way and it might cause him trouble.

"A probation officer will soon find out whether a man is telling him the truth if he is onto his job," he said. He thought that

probationers in most cases want to tell the truth; that they appreciate what is being done for them and the helpful and kindly attitude of the probation officer. He himself showed a remarkable appreciation and kindly feeling towards his probation officer. Said he would do anything in the world for him in return for all the help he had given him.

He said that the few probationers who rebel at reporting and are surly about it ought to have the screws tightened. They ought to be made to report oftener. A probationer who would go out and commit an offense while on probation never should have been placed on probation.

In all his reporting, he never knew probationers to discuss their crimes or to have an injurious influence over each other; usually he saw them with their heads hung, not wanting to talk to their fellows. He was only once spoken to by another probationer while waiting to report. The man said to him: "Didn't I see you in the jail?" He said: "Yes." That was all there was to the conversation.

Regarding home visits he thought they were desirable and said that he and his wife were always glad to see the probation officer. "Why?" "Because they liked him personally." He thought home visits were objectionable if the neighbors became aware that the probation officer was calling. In that case he thought they should be dispensed with; that the probationer should tell the officer of that fact and arrange to meet him elsewhere.

For real information as to how a probationer is behaving himself he suggests that the officer go to a nearby saloon keeper, see fellow employees, wife and family, but *not* the neighbors.

He thought emphatically that the success of probation depends upon the probation officer's personality.

7.

NAME — W— H—.
COURT — Erie County Supreme.
OFFENSE —Abandonment.
PROBATION BEGAN — November 24, 1915.
PROBATION ENDED — November 23, 1916.
INVESTIGATION — July 27, 1917.

Probation History

This man abandoned his wife and two children, ages six and eight, in very destitute circumstances. A thorough investigation was made before he was placed on probation. The probation officer was inclined to recommend commitment as he had deserted his family five times. His wife was pregnant when abandoned this time. He also drank to excess.

Thorough probation supervision was given to the case, the first three months by Mr. ——— and then for two months under Mrs. ——— in order that she might help in the home, but for the greater part of the time under Mr. ———. Ten visits were made to the home by the probation officers. On these visits, the wife and children were seen, but not the man. He got work and kept steadily employed and paid $5 per week to his wife as ordered by the court, bringing receipts to the probation officer. He reported regularly once a week for the first four months and then twice a week to the end of his probation period. Constructive work was done with the family. The probation officer got the couple reconciled after the first month at which time the two older children were taken out of an orphan asylum where they had been placed at the time the mother was deserted as she was about to have a baby. The couple went to housekeeping again. The probation officer stated that the man "took probation seriously," and proved to be "one of my best probationers."

Investigation

I saw the wife at home with her two children. She said, "He never drinks liquor any more, only beer. He is real fond of the children. I have had trouble with him only once since being off probation (November, 1916). He got in with a bad crowd and got to drinking, but that was nothing so bad as before. No, he hasn't shown any sign of wanting to leave me again. He is much better than he was." The woman in talking further said that the improvement was entirely due to the court experience and probation. She now wishes that she had made a complaint before.

Regarding visits, she said that the officer came to see them almost every month, but never saw the man on these calls. She told her husband once that the officer had been there and he didn't like it — "Why does he have to come out here," he said.

Regarding reporting, she had the following to say: "He didn't like to go down there and report at all, but it did him good. He is a man that always had his own way. It is a good thing for him to meet the probation officer; it helped to keep him straight."

8

NAME — G— M—.
COURT — Erie County.
OFFENSE —Attempted grand larceny.
PROBATION BEGAN —April 1, 1914.
PROBATION ENDED — May 21, 1915.
INVESTIGATION — July 28, 1917.

Probation History

This was a boy who lived with his parents and got into trouble through bad associates and drink. He was working in a pool room at night which brought him into bad company. Probation officer required him to give up this work against his will and seek other employment. Also required him to sign a pledge. Officer made seventeen visits to the home. Usually saw the mother on these visits and obtained the full cooperation of both parents. Boy was required to report to the probation officer weekly while in the city. For the last part of his probationary period he obtained work in another town. He was then required to report by letter.

Investigation

Boy was seen alone at his home. He said: "I have had no more trouble. I am working and not drinking anything. Drink caused all the trouble."

As to reporting, he said: "It was all right. I knew I had to do it so I did. A man will do lots of things when he has to and will not mind it. It holds a man from doing things which he would otherwise do."

As to visiting he said that the officer came every month to his home but he saw him only once or twice on these occasions. He said: "A mother will take an interest if she is a real mother and will help the officer and tell him about you."

He said he didn't suppose the probation would be so strict. He was made to feel that he had to be careful and report promptly.

Said the officer made him give up his job in the pool room on account of the associations. He admitted that these were bad but said he didn't like to give up the job because it paid good money.

9

NAME — A— N—.
COURT — Erie County Supreme.
OFFENSE —Abandonment.
PROBATION BEGAN — November 20, 1914.
PROBATION ENDED — March 31, 1916.
INVESTIGATION — July 27, 1917.

Probation History

This was the case of a young man, thirty years old, who had abandoned his wife and two children, aged five and three years, leaving them in destitute circumstances. He left the city and was gone for several months. His wife got out a warrant and on his return he was arrested.

He had been married five years. The marriage was forced and very unhappy. Previously, in April, 1911, he had been arrested for non-support and placed on probation in the City Court. Under the abandonment charge he was convicted and after a thorough investigation by the probation officer he was placed on probation and required to pay the probation officer $5 a week for the support of his wife. They desired a separation and it was allowed. The probation officer made ten visits to the home. In these visits the wife and children were always seen, but the man was usually away at work. He was employed as head bell-boy in the hotel. The probation officer brought about a reconciliation of the couple. The man was required to report every week at the probation office up to the last three months of his probation period when he was required to report every two weeks. He missed only one report in all this time. After the couple was reconciled, the probation officer arranged for payment of his full wages direct to the wife. He was discharged apparently greatly improved.

Investigation

The wife was seen at her home which was clean and prosperous looking. She stated that her husband was doing very well, that she had had no trouble since he was discharged from probation.

He was working steadily, earning excellent wages at the factory. He is giving all his money to his wife. She approved strongly of the reporting system as a disciplinary method for keeping the probationer in line. She said that visits by the probation officers were always welcomed by her. The probation officer coming to the home, she said, only saw her husband twice and then he would not talk any. He would say, "How do you do," and go out. She believes that probation is the ideal method in a case like hers.

The man was seen by appointment later alone. He confirmed all his wife had said. He stated that he had a good permanent position that permits of advancement; he gets $20 a week; that all was happy at his home. He said, "The trouble was all my own fault; I didn't understand my wife nor she me, but now we do and there will be no more trouble. It was the probation that brought me to my senses. It brought us together and was a very good thing for me."

As to reporting, he said that he approved of it. He had heard no complaint about it. He said, "I think it is the best method there is; it holds a man." He said that he heard conservation by men waiting, but never anything injurious. He spoke highly of Mrs. ———'s way of talking to probationers. She was always kind and helpful and encouraging with him, but he had heard her call down two men good and hard.

As to home visits, he believed that they were good if done in the right way. Mrs. ———, he said, never criticised or seemed to be trying to spy on them, but just came in as if for a social call. He thought that probation was a fine method and had no criticism of the way it was carried out in his case but only praise and gratitude.

10

NAME — F— B—.
COURT — Erie County.
OFFENSE — Grand larceny.
PROBATION BEGAN — January 30, 1914.
PROBATION ENDED — May 22, 1915.
INVESTIGATION — July 27, 1917.

Probation History

This was a difficult case. A very thorough investigation was made which showed the man to be drinking to excess. He had a good wife but was separated from her. He had not done any work for three months but had been drunk most of the time. Was sleeping out under barns, covered with vermin, and associating with the worst bums. He had had $2,000 left him by his mother sometime before and had spent most of it in riotous living. He had stolen a horse with another man, both of them being under the influence of liquor at the time.

The probation officers had a difficult time to help this man. He was required to take the pledge and a reconciliation with his good wife was brought about. He did not stop drinking entirely at first and left his wife. He also attempted to pass worthless checks. He was rearrested but given another chance. According to the probation record he became steadily better and was working regularly and living with his wife at the end of the probation period. The probation officers made fifteen visits to the home, usually seeing the man's wife and her mother. He also secured the cooperation of the priest. He secured work for the man and medical attention. Reports to the probation office were made every week with very few exceptions. Sixty reports were recorded.

Investigation

I saw the man alone at the probation office and had a long talk with him. He said that drink caused all the trouble. Said he was drunk most of the time for three months and was in a very bad way. Said: "I can't speak too highly of probation and of Mr. ———." He said that the probation officer got him a good job with the Telephone Company where he stayed until a short time ago, when he got another job. He said that the probation officer brought him and his wife together. He got them together at the probation office and talked matters over with them. They finally agreed to live together and have been happy since. The probation officer arranged for the man to give over the money that he still had left ($800) to his wife's care. This the man admitted was best for him as he was spending it all. His wife has since

bought everything for him. Said he had drank nothing since being released from probation.

As to reporting, he said: "I came every week. It was no trouble. I liked to meet the officer and it did me good. A man will keep straight when he knows he has to report." He said he did not talk with any probationers at the office or see anything wrong. He usually went in and out without much waiting.

The man was deeply appreciative of what had been done for him through probation. He said he'd like to be able to return it in some way. Probation had made a man of him he said. Said: "I know that if they had sent me up I'd have been ruined. I would have died from it. I never would have had the courage to come out and face my friends."

11

NAME — C— M—.
COURT — Erie County Supreme.
OFFENSE — Petit larceny and being an accomplice in theft.
PROBATION BEGAN —April 19, 1915.
PROBATION ENDED — May 31, 1916.
INVESTIGATION — July 27, 1917.

Probation History

Investigations showed that the man was of weak character and had fallen through bad associates. He had a good wife, but there had been domestic difficulties. The probation officer worked with both man and wife advising them frequently. They were usually seen at the office. Both the man and wife called and were encouraged and advised. Only two visits to the home were recorded. Probation officer refrained from calling because the man lived at his place of employment and did not want his employer to know that he was on probation. Reports were made regularly to the office every week for seven months, then bi-weekly to the end of probation. The man was encouraged to seek better associations. At the time of his discharge from probation, he was working regularly and had obtained an increase in wages. Home conditions were greatly improved.

The probation officer made the following statement on the case history blank at the time of the discharge from probation: "There has been quite a transformation in this family since the man was placed on probation. At the time of his release on probation they were living in furnished rooms and possessed no furniture and were barely making ends meet. They have purchased a nice selection of furniture and their home is comfortable. The man is doing exceptionally well and I am satisfied with his conduct."

Investigation

Both the man and wife were seen at their home. The man was talked with alone also. Both said that everything was going well with them and that they were having no trouble. The home is evidently a happy one. They are very fond of their little boy. The man is a good steady worker. Both of them spoke in high appreciation of the probation officer's helpfulness.

Regarding methods of supervision, while the man wouldn't admit that in his case supervision was greatly needed, he thought that reporting to the probation officer was important. After some conversation, I got him to talk frankly and to take an abstract view of probation. He is an intelligent man, shrewd, well-meaning, but perhaps weak-willed. He said, "I think they ought to report every week. If a fellow is inclined to go with bad company (his trouble) he won't do it so quickly if he knows he has to report that week. If its only once in two weeks, he may go wrong in the meantime."

The man said he never talked with any other probationers while reporting. He always waited in the hall. He thought it bad for men to mingle but saw no ill effects except once when he saw two boys talking together one, the older, seemingly a tougher lad, said "I got pulled three times, got probation," or something like that. Once in the office two men were talking together and the probation officer saw them. One was called in and disposed of and then the other one was held for some time so as to keep them apart.

Regarding home visits, he said the officer came twice to see them. He thought it important to see the family. He thought home visiting was better than reporting if men could be seen at home and if the officer could come without being recognized.

12

NAME — M— S—.
COURT — Erie County Supreme.
OFFENSE — Grand larceny.
PROBATION BEGAN — March 4, 1914.
PROBATION ENDED —April 29, 1915.
INVESTIGATION — July 27, 1917.

Probation History

This boy was 16 years of age, living at home with his parents. In company with several other boys he stole an automobile, riding about the city and surrounding country for several hours and finally abandoning it a short distance from where it was stolen. He had also been implicated in the theft of another automobile. He had a record for juvenile delinquency. He came from a good home, but associated with a tough crowd. The probation officer obtained the full cooperation of the father and mother. He visited the home ten times during the probation period. He assisted the boy in securing employment. He required him to go to night school. The boy reported every week to the probation office, never missing a report. The officer required him to bring his pay envelope. He was discharged after one year and two months on probation, greatly improved.

Investigation

I met the boy coming from work and talked with him alone. He is a straight-forward young man, now 18 years of age, who looks you in the eye and has every appearance of being an honest, hard-working fellow. He has an excellent position in the —— factory and makes good pay. When seen he was just starting a correspondence course in metallurgy. He is ambitious to advance. He says he does not mix at all any more with the old crowd. He has given them all up. He speaks very highly of probation and said frankly he believed it had saved him from a bad life. He appears to be very grateful to the probation officer for all that he did for him. He says that he got him jobs and watched over him closely. He says he is very thankful as many of the boys he went with before are now doing time.

As to reporting, he said, " I knew that I had to do it so did not

mind it. I liked to go down and have a chat with Mr. ———. When you know the officer is looking out for you, you are pretty careful what you do."

As to visiting, said that he saw the probation officer several times when he came to see his father. He thought it was necessary to go to the home to make sure of what a fellow is doing.

I saw the father alone in his tailor shop. He said, "Probation made Manuel a good boy. He is now all right in every way; makes me no trouble. He is a very good boy, but before he got on probation he was pretty bad. He went with a bad crowd; he made it a practice to steal automobiles and go on joy-rides."

As to reporting, he said he believed it was very good for the boy. He (the father) didn't have to tell him to report. He always knew when the time came and went. He said that the boy was pretty well scared and careful to obey all conditions. He knew he was being watched. The father was very appreciative of all that the officer had done and of the way he cooperated with him. Says he got the boy several jobs and got him to working steadily. He helped him to give up all his bad associates.

13

NAME — J— C—.
COURT — Buffalo City.
OFFENSE — Public intoxication.
PROBATION BEGAN —April 29, 1915.
PROBATION ENDED — May 1, 1916.
INVESTIGATION — July 30, 1917.

Probation History

Man had a wife and son. Investigation showed that the man had been unusually cruel to his wife before being placed on probation and had neglected to support her. When placed on probation he was required to pay his wages to his wife. During his probation term he paid a total of $949.32 to his wife, and behaved himself in every way. The probation officer visited the home twelve times. The man reported regularly every week without missing.

Investigation

Visited the home and talked with the wife. She said: "Everything is fine now. He treats me all right, but once in a while he

is grouchy. Before I had him put on probation he was very mean to me and often hurt me; but while he was on probation he was good to me and turned over all his money, or at least all he said he earned. I could not tell how much he earned for he was sick a lot. He never liked to report but he never missed a day. He didn't like it because there were two other men who worked under him who were also on probation and he was ashamed. Mr. ——— is a fine man; he has called here several times and was always ready to help if I needed it.

"The reporting was what made Jimmie go straight. He knew he had to report every week and knew what to expect if he failed to do it. Mr. ——— never saw my husband here at home; he always saw him on reporting nights and talked to him."

14

NAME — T— J—.
COURT — Buffalo City.
OFFENSE — Non-support.
PROBATION BEGAN —August 2, 1916.
PROBATION ENDED — March 30, 1917.
INVESTIGATION — July 30, 1917.

Probation History

Placed on probation and required to pay $2.50 weekly for the support of his wife. He was visited by the probation officer six times and reported every week, making his payments regularly. The probation history record shows that the couple were reconciled and the man saved money while on probation. Discharged with improvement.

Investigation

Saw the wife. The man was away at work. He is doing well now, has stopped drinking and is behaving himself. Pays her regularly each week and is saving some money.

"It was just what he needed. He didn't mind going down to report and it was those Tuesday night trips which kept him straight. He had to go down and tell whether he was drinking or not and how much money he was earning and saving. He didn't mind the trips down and he always came home early after he reported. I don't think he drank any while on probation."

15

NAME — R— F—.
COURT — Buffalo City.
OFFENSE — Disorderly conduct.
PROBATION BEGAN — September 24, 1914.
PROBATION ENDED — December 30, 1914.
INVESTIGATION — July 30, 1917.

Probation History

Was placed on probation for three months, required to pay his wages to his wife. Reported to the probation officer every week with one exception. Discharged improved.

Investigation

Saw man at his home; very intelligent, high type of man. The offense consisted of his slapping his wife. He is sober and a hard worker; is a contracting painter and has a good business. He owns his own home. They have a very neat, attractive home. The wife was neatly dressed and of refined appearance.

The man said: "I was not a bad man; this was the only time I ever got into trouble and then it was the fault of a woman who lived downstairs. No, I didn't dread the reporting. Mr. ——— is a fine man and I always enjoyed talking to him. I do think that it would be better if the hours were arranged differently so as not to inconvenience men who work nights.

"Probation, to my mind, is the finest institution which has been developed in the last century. I cannot say too much in its praise. I liked all of the officers I met and will be glad to meet any of them again. My wife and I are very happy now and I don't believe she has any cause to complain."

16

NAME — H— V—.
COURT — Syracuse Children's.
OFFENSE — Juvenile delinquency.
PROBATION BEGAN — March, 1917.
PROBATION TO END — Indefinite.
INVESTIGATION —August 15, 1917.

Probation History

The records show that thorough supervision has been maintained in this case. Twelve home visits have been made in five months. The school, church and playground have also been visited. Reports to the probation office have been made every week. Case reported as doing well.

Investigation

Upon visiting this home with the probation officer we found the housekeeper said she never has to urge her to go down on Friday from his work while we were there so we talked with all of the family.

The little girl is reporting regularly and the housekeeper says she is doing very well. The probation officer got the child to take an interest in the playground and this has meant a lot in the conduct of the case. The little girl says she likes to report and the housekeeper said she never has to urge her to go down on Friday afternoon. The probation officer has urged the child to give up her former companions and this has been done.

The officer plans to visit this house every week as it is a case which needs constant supervision. The effects of the officer's work are already shown in the improved conduct of the child.

17

NAME — S——— family.
COURT — Syracuse Children's.
OFFENSE — Improper guardianship.
PROBATION BEGAN — March 9, 1917.
PROBATION TO END — Indefinite.
INVESTIGATION —August 15, 1917.

Probation History

The case was thoroughly investigated before being placed on probation. Many visits have been made by the probation officer, averaging two a week. The mother and some of the children were seen. The school and church also have been visited and the attendance of all the children at Sunday School secured. The father was assisted in getting employment. Medical attention was secured through a visiting nurse. The oldest girl, Hazel, has been reporting for the family regularly each week.

Investigation

This is a case where the whole family is practically on probation. There are four girls and one boy besides the father and mother. One of the girls, the oldest one, was brought in for improper guardianship. She is now working at a grocery store and is doing well.

With Miss ——— I visited the home and found it in bad condition, but I am informed by the probation officer that it is in much better condition now than it was when she began her work. The mother was working in a restaurant downtown as cleaning woman and the father was out of work at the time of our visit. They live in an upstairs flat at the back of a store, and the owner of the flat, who is also the storekeeper, informed us that he intended to put the family out as they had not paid their rent. The father said he had a promise of a position on a farm and intended to move his family out there. This appeared to be a good solution of the whole matter and the probation officer urged him to close the deal.

We talked with the members of the family and then went to see the girl at the grocery store. She is reporting regularly and says she likes to come down. It is her only chance to tell Miss ——— of her troubles at home and apparently they are numerous. This home requires a visit every week and sometimes twice a week, but the probation officer is handling it very well and is keeping in close touch with the family.

18

NAME — W— W—.
COURT — Syracuse Children's.
OFFENSE — Ungovernable child.
PROBATION BEGAN — May 1, 1917.
PROBATION TO END — May 1, 1918.
INVESTIGATION —August 15, 1917.

Probation History

An investigation was made previous to being placed on probation. The case was placed under the care of a male volunteer who made several visits to the home. The school had been visited also. Regular reports to the salaried probation officer have been received weekly.

Investigation

In company with Miss ——— I visited this home. The boy is still on probation. His reports to the probation officer have been regular and apparently everything was going well. On our visit to the home we found that this was not true. The boy has been misbehaving recently, has stolen money, and refuses to obey his mother. His father has left home so the boy and mother are alone. The boy's wages were essential to the up-keep of the house.

We talked with the probationer and he said he had left his position because the work was too heavy for him. At present he is out of work. I talked with him about reporting and he said that he liked to go down to see Miss ———. She was always nice to him and talked in a friendly manner. He said he had not told her he had quit his job because that had happened very recently.

His mother said that she thought the reporting was a good thing for him but she was afraid he was lying to the probation officer. She was very glad Miss ——— had come out to the home and hoped she would do something.

This case seems to show that although the reporting had been regular and although the boy had said everything was going all right, the reverse was true, and had it not been for the home visit the probation officer would have been left in the dark regarding the true conduct of her probationer. It seems to emphasize the fact that whereas reporting is valuable from the standpoint of discipline, it is essential that it be followed up by visits to the home to ascertain true conditions.

19

NAME — A— T—.
COURT — Newburgh Recorder's.
OFFENSE — Non-support.
PROBATION BEGAN — March 15, 1915.
PROBATION ENDED — March 15, 1916.
INVESTIGATION —August 23, 1917.

Probation History

Placed on probation to pay $10 per week for the support of his wife and several children. This was paid regularly every week. Close supervision was given to the case. Thirty-nine home

visits were made, the money being taken to the wife by the probation officer as she was unable to come to the office and leave her children. The officer secured employment for the man and visited the employer frequently. The man was required to report to the officer every week except when out of town. Twenty-one office reports were made.

Investigation

The man, his wife and little girl were seen at their home. The wife talked freely and stated that prior to probation she had had a very hard time getting the man to support her. This was before the days of a probation officer in Newburgh and she said she went repeatedly before the Recorder and asked him to help her with her husband. He talked to the husband on numerous occasions but said he could do nothing except send him away. She said: "That wouldn't have done me any good for then he would have been away all the time, so I just had to put up with it and get along the best way I could. I worked and took in washings for a while and we managed to live. When Recorder ——— was elected I went to him, thinking I could secure help from the new man. He was as helpless as the former Recorder, although he did his best. Shortly after this the probation officer was appointed and I immediately had my husband put on probation. Since that time we have been getting along very well. Arthur has been working steadily and has paid his money for support regularly. The probation officer used to pay it to me at the office but he knew it was hard for me to come up there Saturday nights to get that money, so he told me he would bring it down to the home here. I appreciated his kindness in doing this."

I asked her what she thought of the reporting plan. She replied: "I think the reporting is a very fine thing for when Arthur had to do it he never forgot he was on probation, but I do think that the reporting should be followed up by the probation officer visiting the home, for unless you do this the men will lie to the officer and the wife will suffer accordingly. I cannot say too much about probation for it has meant a great deal to me. The probation officer has been exceedingly kind, and has always had our welfare at heart."

I talked with the husband regarding the reporting and he said

that occasionally he met other fellows at Mr. ———'s office, and he knew one or two of them. He never became acquainted with any while there, however, but he has seen them talking to each other. He said he didn't mind the reporting. It was merely a duty which he had to perform and he took his medicine. He is very glad he was placed on probation for now he has given up drinking and is leading a more regular life. He does not have to work so hard and is able to save a little money now and then. He used to see the probation officer both at the office and when the officer came to the home. At the office he usually talked with the officer for some time and gave a full account of what he had been doing during the past week. The officer then made suggestions to him which he was glad to accept.

At the present time the probationer is working steadily. He is a skilled mechanic and is making good wages, the greater part of which he turns over to his wife each week.

20

NAME — J— F—.
COURT — Newburgh Recorder's.
OFFENSE — Disorderly conduct.
PROBATION BEGAN — January 21, 1916.
PROBATION ENDED — October 5, 1916.
INVESTIGATION —August 23, 1917.

Probation History

Investigated after being placed on probation. Ten home visits were made, the wife and sister usually being seen. The man was required to report every week regularly. (Thirty-five reports made.) Required to pay family support directly to his wife.

Investigation

Saw probationer and wife. They are doing well and have a nice, clean home. The man is making from $6 to $8 per day. The wife says there was never much the matter with her husband except that he drank heavily. The man says he has stopped all the drinking and doesn't have any desire to use liquor any more. The wife said that she had hard work living with him when he was drinking and he didn't want to go to work, but once he was

on probation he straightened up and worked hard. He was good to her and didn't drink.

The man said: "I think the reporting was a good thing. I used to go down there to the City Hall and sometimes I'd see other fellows waiting to report but I never got acquainted with them. Mr. ——— and I would sort of talk things over and I'd tell him what I'd been doing that week and whether I had been drinking or not."

21

NAME — G— K—.
COURT — Newburgh Recorder's.
OFFENSE —Assault, third degree.
PROBATION BEGAN — March 18, 1916.
PROBATION ENDED — March 18, 1917.
INVESTIGATION —August 23, 1917.

Probation History

Case investigated after being placed on probation. Ordered to pay $3,50 per week for support of family, which was paid regularly. The officer had a good deal of trouble with this case. The man was rearrested twice for drinking and quarreling with his family. Finally he separated from his wife. Thirteen home visits were made during the year on probation. The man's friend who worked in the shop with him was also seen. He was required to report to the officer every week at first; later he was allowed to report less often. Thirty-nine reports were made. He was discharged with improvement.

Investigation

Saw the wife and daughter. Probationer much improved. Has a fine garden, two acres, and is working steadily. The wife said: "Probation was a fine thing for George. We had an awful time before he was arrested but now we have no trouble and he has stopped drinking. He is working very hard now, both at the shop and at home in the garden. He didn't mind the reporting and it did him a lot of good to have to go down there to report every week. He was ashamed of himself but if he hadn't had to report I don't believe he would have changed any. When Mr. ——— talked to him and called him down he always remembered it and

when he came to see us at the house George always braced up. He knew he had to report or he'd land in jail again so it kept him straight."

22

NAME — H— S—.
COURT — Westchester County.
OFFENSE — Burglary, third degree.
PROBATION BEGAN — January 23, 1917.
PROBATION TO END — July 23, 1919.
INVESTIGATION —August 28, 1917.

Probation History

Thoroughly investigated before being placed on probation. The boy has a good home. Visited by the officer eight or nine times. Required to report regularly at the probation office once a month.

Investigation

I first visited Herman's brother Tom, who works in the City Hall. He is a fine type of fellow and is very much interested in Herman's probation experience. He always sees the probation officer when he comes to town and tells him how his brother is getting along.

He says that at present the boy is working and intends to study mechanical engineering. He has had a course in architecture, but as that trade is very slow at present he is going to take up the mechanical end of it. He says the probation officer has encouraged the boy to do this and has asked him to attend a trade school.

Regarding the reporting, Tom said that he thought it was a good thing for his brother. The boy is apt to be diffident and rather shy about meeting people because of his stuttering, but the officer understands him and the talks which the boy has with the officer are very encouraging to him. He thinks a great deal of good is accomplished this way.

Tom did not know much about the home visiting for he says he is never there when the officer comes, although he knows the officer has been there very frequently, probably once a month. He has heard his mother and sister speak of this and on one occasion he happened in just as the probation officer was leaving.

I saw the sister at the home. She says that Herman is doing all right and is working every day. She directed me to his place of employment at a garage in the outskirts of the city.

I found him there and as he was not working at that time I was able to talk with him. He has taken a great liking to the probation officer and feels that he is about the best friend he has. He says he has encouraged him in school work and he can see now how much it has meant to him. He likes to report and has never missed up to the present time. As to home visits, he does not know much about them because his mother or sister usually talks with the officer. He thinks the reporting is fine; he gets a lot of good out of it, especially from the long talks he has with the officer. He says he never meets any other boys over there.

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NAME — E— W—.
COURT — Westchester County.
OFFENSE —Abandonment.
PROBATION BEGAN — July 14, 1916.
PROBATION TO END — July 14, 1918.
INVESTIGATION —August 28, 1917.

Probation History

Investigated before being placed on probation. Officer has visited the mother's home and the boy at his place of employment six or seven times. The lawyer in the case, who is looking after the boy, has also been visited. Reports to the probation office have been made irregularly as the probationer in P——— Six or seven reports have been made.

Investigation

Went to barber shop and saw probationer. Good type of man. Is making $13 per week and pays $7 to his wife. Has to support himself and help support his mother on the other $6. For that reason the officer has allowed him to report by letter recently but formerly he reported once a month in person. It cost about $1 to make the trip and took him five hours. The man says everything is O. K. now. Will probably go back to live with his wife again soon. He says the officer is a fine man and is very strict. When

he was reporting he used to spend about one hour in the probation office and the officer went over everything very carefully, questioning him about work, payments, habits, the way he spent his spare time and his relations at home.

"I think the reporting was a good thing for me and, if I could afford it, I'd like to go over every month as I used to. I liked to report and always came away from W——— feeling better than when I went. Mr. ——— always encouraged me and it meant a lot to talk things over with him and get his advice on different things. I had a chance to go to Plattsburgh and make $35 a week but Mr. ——— thought I'd better stay here, so of course I stayed. The reports were better for me than the visits I had with Mr. ——— here in the shop when he came to P———. I could get closer to him in the office at the Court House and could tell him a lot more than I could here. He used to talk to my brother and my mother. Also when I had to report, and even now when I have to report by letter, it always makes me remember that I was in trouble once so I don't think I'll ever get in bad again. It was a first offense and my experience on probation has taught me a big lesson."

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